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Agency

Solid Waste and
Emergency Response
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Hazardous Waste Characteristics Scoping Study

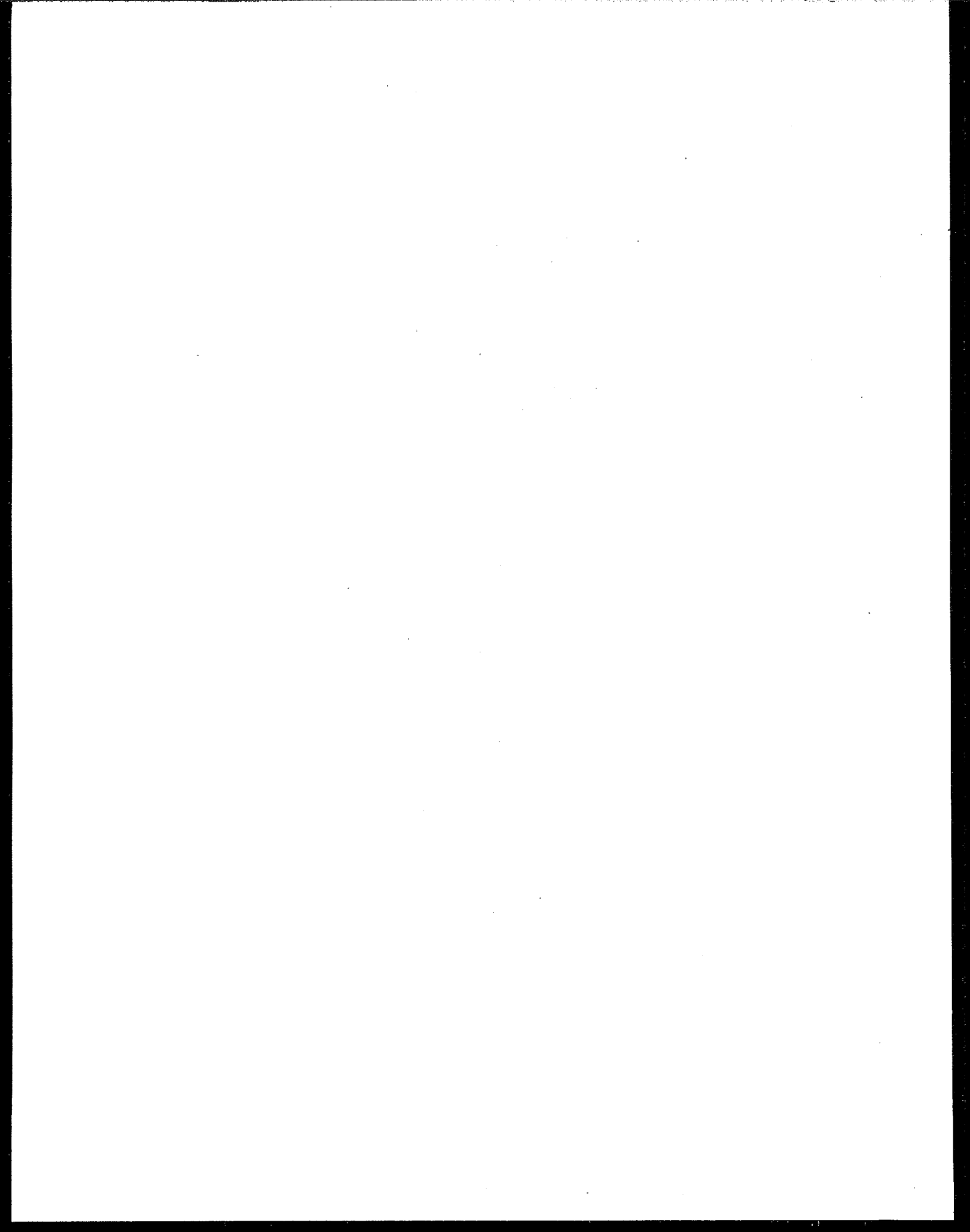


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EXECUTIVE SUMMARY

The U.S. Environmental Protection Agency (EPA), Office of Solid Waste has investigated potential gaps in the current hazardous waste characteristics promulgated under the federal Resource Conservation and Recovery Act (RCRA). This report, the Hazardous Waste Characteristics Scoping Study, presents the findings of that investigation.

THE SCOPING STUDY: AN EARLY STEP

This study is a first step for the Agency in fulfilling a long-standing goal to review the adequacy and appropriateness of the hazardous characteristics. The study also fulfills an obligation in a consent decree with the Environmental Defense Fund (EDF).

The study is by design a scoping study and, therefore, does not conclusively identify particular chemical classes for regulation, or fundamental flaws in the overall regulatory framework requiring immediate regulatory action. However, the study does identify several key areas that merit further analysis due to the significant potential for improving hazardous waste management practices and protection to health and the environment. Thus, the scoping study provides a catalogue of potential gaps in the hazardous waste characteristics.

The Agency considers that this study is one very critical component of a broader array of efforts underway to review and improve the RCRA program, to ensure that regulation is appropriate to the degree of risk posed by hazardous wastes and waste management practices. Efforts involve both regulatory and de-regulatory actions, as appropriate for specific wastes and waste management practices.

STUDY PROCESS AND FINDINGS

Review of Current Characteristics

The review of the current characteristic regulations evaluated the protectiveness of the characteristics against the risks they were intended to address and also risks they were not specifically intended to address. For example, EPA evaluated risks that are now addressed by the Toxicity Characteristic (TC), e.g., direct ingestion of groundwater, by considering new groundwater modeling techniques that have been in use since the promulgation of the current TC levels, as well as any changes to the toxicity values on which the original levels were based. In addition, EPA evaluated risks from other exposure pathways and to ecological receptors, which are both risks not intended to be protected by the original TC.

The review of the current TC regulatory levels suggests that: (1) further analysis of the current TC regulatory levels should be conducted using new groundwater modeling techniques, as well as considering changes to toxicity values for specific constituents; and (2) non-groundwater pathways and ecological receptors--not currently addressed by TC provisions--may be of potential concern. The study included some

screening analyses of potential air releases from surface impoundments and land application units. The Agency found that inhalation risk levels for a significant number of current TC constituents at the fenceline (under certain exposure conditions) exceeded the allowable risk levels upon which the TC is based.

Waste piles and land application units may be of special concern for ecological receptors due to surface runoff. Thirteen TC constituents have regulatory levels that are 10,000 or more times higher than Ambient Water Quality Criteria concentrations, with four of these being at least 100,000 times higher, suggesting that the level of protectiveness of the TC may not be very high for ecological receptors.

The study also identifies the need to examine a broader array of leaching procedures, in addition to the Toxicity Characteristic Leaching Procedure (TCLP), to better predict environmental releases from various waste types and waste management conditions. Notable examples are the inability of the TCLP to predict significant releases under highly alkaline conditions or to media other than groundwater, or to serve as a leaching procedure for oily wastes.

The most obvious potential gap identified for the ignitability and reactivity characteristics is the reference to outdated DOT regulations. Other potential gaps identified for these characteristics include the exclusion of combustible liquids and lack of specific test methods for non-liquids for ignitability; exclusion of corrosive solids, not addressing corrosion of non-steel materials and solubilization of non-metals, and whether pH limits are adequately protective for corrosivity; and, an overly-broad definition and lack of specific test methods for reactivity.

Releases from Non-Hazardous Industrial Waste Facilities

The Agency identified actual releases of non-hazardous waste constituents as one means of finding potential problem constituents and management activities. EPA reviewed data on non-hazardous industrial waste management activities that was readily available from state monitoring and compliance files. The Agency focused on wastes that are not currently regulated as hazardous (by virtue of being listed or exhibiting a characteristic) to identify releases potentially causing human health or environmental damages.

The Agency considered three major factors in judging whether a release was an appropriate case study for this evaluation. A release had to meet all three of the following criteria to be included: (1) The source of contamination had to be a waste management unit or other intended final disposal area that received only non-hazardous industrial waste; (2) A release from a waste management unit must have caused contamination at levels of potential concern (constituent-specific concentrations that exceed federal standards or state guidelines or regulations); and, (3) Documented evidence must be available to support the exceedences referred to in (2).

EPA found 112 environmental release case studies in 12 states with readily available (and not necessarily representative) data on non-hazardous waste management units. The

releases were found from facilities in 15 (2-digit) Standard Industry Classification (SIC) industries. The top four categories were: SIC 49: Electric, Gas, and Sanitary Services (refuse-side only); SIC 26: Paper & Allied Products; SIC 28: Chemical & Allied Products; and, SIC 20: Food & Kindred Products.

Over 90 percent of the releases were from landfills or surface impoundments and nearly all (98 percent) involved groundwater contamination. This is most likely because groundwater monitoring is the most common method for detecting releases from waste management units.

Many of the chemical constituents most commonly detected above a regulatory level are already addressed in the current TC, even though the release occurred from non-hazardous waste management. The 20 constituents most commonly detected above a regulatory level are inorganics. The constituents that exceeded state groundwater protection standards or health-based federal drinking water standards most frequently were lead, chromium, cadmium, benzene, arsenic and nitrates. All of these, with the exception of nitrates, are current TC constituents. Organic constituents, both TC and non-TC, were also identified in the case studies, however, they were detected less frequently than the inorganic toxicity characteristic constituents.

This collection of release descriptions is not statistically representative of problem industries nor intended to identify particular problem facilities. The Agency believes that the case studies are indicative of the type of releases associated with the management of non-hazardous wastes in the types of facilities identified. The Agency also believes that information on releases from past waste management practices is useful in demonstrating the potential for human health or environmental damage.

Non-TC Chemical Constituents

In reviewing chemicals and chemical classes not currently regulated by the TC, EPA found in excess of 100 constituents that potentially occur in waste and may pose significant risks. EPA reviewed 37 regulatory or advisory lists of chemicals to identify possible constituents of non-hazardous wastes. EPA also compiled a list of chemicals which are "known" to be constituents of non-hazardous wastes because they were identified in the environmental release case studies or other Agency data sources on non-hazardous industrial wastes. EPA screened these chemicals and narrowed the list to possible constituents of non-hazardous waste that, by virtue of their toxicity, fate and transport properties, or exposure potential, could pose significant risks to human health and/or the environment.

These chemicals were both inorganics and organics, and include volatiles, non-volatile organics, PAHs and pesticides. Because of the large number of constituents identified as candidates and the limited time available for the scoping study, no risk analyses were conducted. However, it may be a reasonable next step to assess the potential risks for a subset of these constituents.

Natural Resource Damages/Large-Scale Environmental Problems

The Agency examined the potential for broad environmental impacts from non-hazardous waste management. These impacts may include damages to natural resources which diminish the value and usability of a resource without threatening human health, as well as possible contributions to regional and global environmental problems.

With respect to groundwater contamination, over 80 percent of the facilities identified in the case studies discussed earlier had releases exceeding secondary drinking water standards (non-health based standards). These releases were identified because exceedence of secondary standards may reduce the useability and, therefore, the value of the groundwater. Iron, chloride, sulfate and manganese were among the most frequently detected constituents exceeding secondary standards.

In reviewing air deposition of toxic constituents to great waters, the Agency found a number of TC constituents, as well as some other chemicals identified in the study. However, it was not possible to assess the importance of waste to air deposition of toxics to the great waters.

State-Only Hazardous Waste Regulations

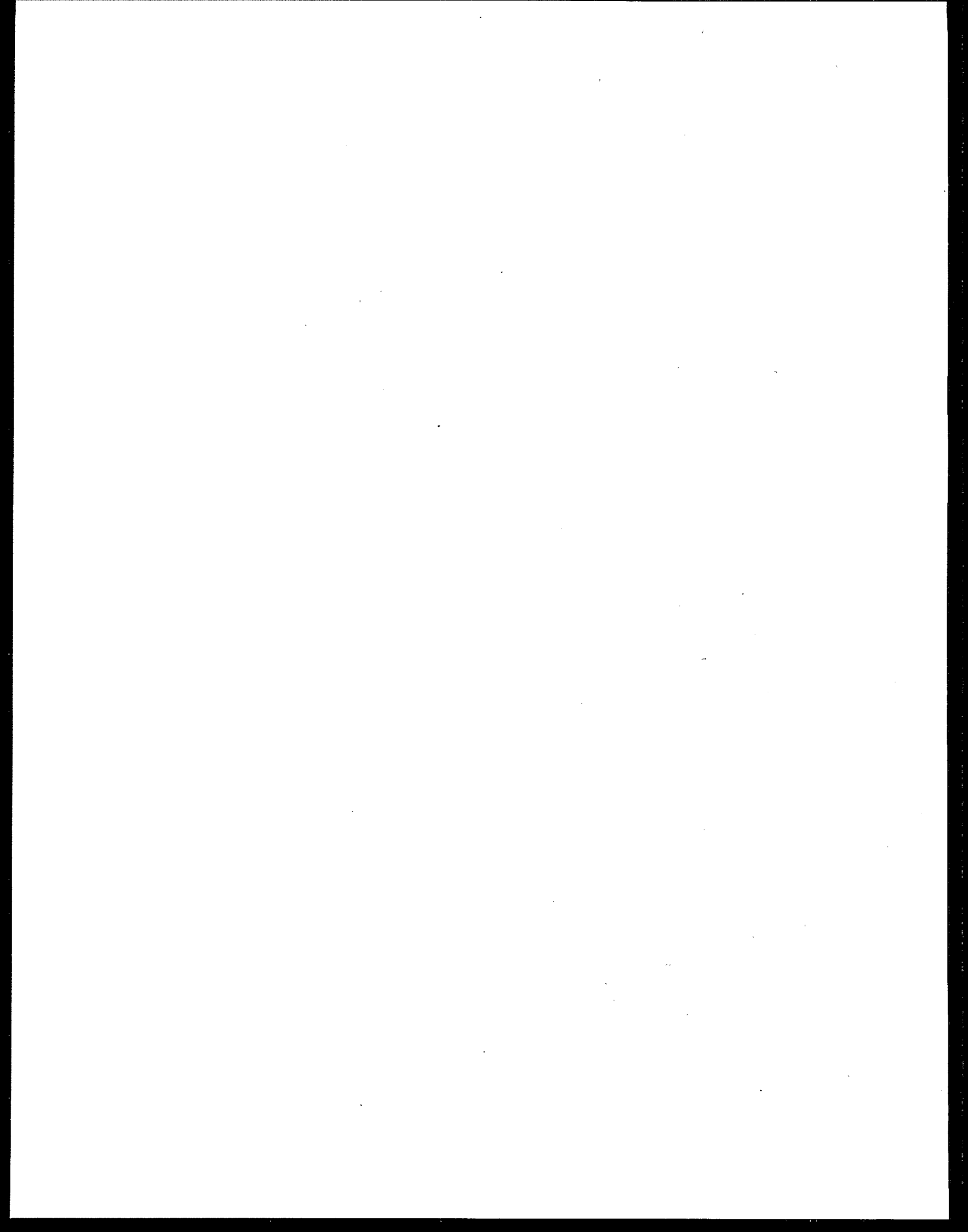
Some states have adopted hazardous waste identification rules that are broader or more stringent than federal RCRA Subtitle C regulations. These expansions reflect state judgements about gaps in the federal program. Data on hazardous waste regulations from eight states, California, Michigan, New Hampshire, Oregon, Rhode Island, Texas, Washington, and New Jersey were considered. Several states regulate additional constituents beyond the TC list (25 for California, 9 for Michigan, and 1 for Washington). California also applies a more aggressive leaching test, the waste extraction test (WET) to wastes. California also has a test for combinations of hazardous constituents, in which a combined concentration of the listed constituents cannot exceed 0.001 percent as a total in the waste. Four states also apply acute toxicity values (LD50 or LC50) for human or ecological toxicity to the whole waste.

NEXT STEPS

The potential gaps and areas of health and environmental concern identified here will require further, more detailed examination before regulatory action can be undertaken. For example, the study highlights risks to ecological receptors and possible inhalation risks to humans as potential gaps, as well as further evaluation of the adequacy of the TCLP. These topics were found to be potential gaps in more than one area of the study and will likely be specific areas of further investigation.

Following release of this report, the Agency will engage in a variety of outreach activities in identifying appropriate next steps. While the Agency considers this a final report, comments from interested members of the public are solicited and will be used to help

identify and structure follow-on activities. As noted above, revisions to the characteristics program will likely, in the long run, involve both regulatory and de-regulatory activities.



CHAPTER 1. INTRODUCTION

The U.S. Environmental Protection Agency (EPA), Office of Solid Waste has investigated potential gaps in the current hazardous waste characteristics promulgated under the federal Resource Conservation and Recovery Act (RCRA). This report, the Hazardous Waste Characteristics Scoping Study, presents the findings of that investigation. Chapter 1 presents background information on the Scoping Study as follows:

- Section 1.1 describes the purpose and scope of the Scoping Study;
- Section 1.2 discusses relevant aspects of the RCRA hazardous waste and non-hazardous waste programs;
- Section 1.3 summarizes the methodology used to prepare the Scoping Study; and
- Section 1.4 outlines the remaining chapters and appendices of the Study.

1.1 Purpose and Requirements of the Hazardous Waste Characteristics Scoping Study

As stipulated under an amended consent decree with the Environmental Defense Fund (EDF) (presented in the text box below), the Agency has investigated potential gaps in the coverage of the existing RCRA hazardous waste characteristics. The purpose of this Study is to identify potential gaps in coverage and to investigate the nature and extent of such gaps. Based on the results of the Study, EPA will seek input from interested parties and determine the appropriate course of action to further address any significant potential gaps identified in the Study.

Agreement for Hazardous Waste Characteristics Scoping Study

The Administrator shall perform a study of potential gaps in the coverage of the existing hazardous waste characteristics. The purpose of the study is to investigate if there are gaps in coverage, and the nature and extent of the gaps identified. The potential gaps in coverage to be addressed in the study [shall] incorporate both waste management practices and possible impacts to human health and the environment. With respect to waste management practices, the study shall, at a minimum, address releases from non-hazardous waste surface impoundments; waste piles; land treatment units; landfills; and various forms of use constituting disposal such as road application, dust suppression or use in a product applied to the land. Human health and environmental impacts to be addressed by the study shall include, but not be limited to: (a) impacts via non-groundwater exposure pathways, both direct and indirect, to human and ecological receptors; (b) impacts via the groundwater pathway to ecological receptors; (c) the potential for formation of non-aqueous phase liquids in groundwater; and (d) impacts via the groundwater pathway to human receptors caused by releases of toxic constituents not included in the current toxicity characteristic, such as EPA-classified carcinogens, priority pollutants identified in the Clean Water Act, and solvents used for purposes other than degreasing. The Administrator shall complete the study by November 15, 1996, and shall provide the plaintiff with two copies of the study immediately upon completion.

Environmental Defense Fund, Inc. v. Browner, Civ. No. 89-0598, order granting stipulated motion of EDF and EPA for amendment of consent decree. May 17, 1996, pp. 18-19.

1.2 Regulatory Background

This report focuses on wastes that are not currently regulated as hazardous (by virtue of being listed or exhibiting a characteristic). Industrial wastes are classified either as "hazardous waste" and managed under Subtitle C of the Resource Conservation and Recovery Act (RCRA) or as "non-hazardous waste" and managed under Subtitle D of RCRA, primarily under state programs. In the context of this report, the term "non-hazardous industrial waste" broadly refers to waste that is neither municipal solid waste, special waste, nor considered a hazardous waste under Subtitle C of RCRA. A brief description of the Agency's hazardous and non-hazardous waste classification systems is provided below.

Subtitle C of RCRA, as amended, establishes a federal program for the comprehensive regulation of hazardous waste. Section 1004(7) of RCRA defines hazardous waste as

"a solid waste, or a combination of solid wastes, which because of its quantity, concentration, or physical, chemical, or infectious characteristics may: (a) cause, or significantly contribute to an increase in mortality or an increase in serious irreversible, or incapacitating reversible, illness; or (b) pose a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported, disposed of, or otherwise managed."

Under RCRA Section 3001, EPA is charged with defining which solid wastes are hazardous by identifying the characteristics of hazardous waste and listing particular hazardous wastes.

Current hazardous waste characteristics are ignitability, corrosivity, reactivity, and toxicity. The Agency's definitions of ignitability and reactivity have not changed materially since their adoption in 1980.¹ The Agency's definition for corrosivity was last revised in 1993.² The Agency's current definition of toxicity was promulgated in 1990,³ replacing the Extraction Procedure (EP) leach test with the Toxicity Characteristic Leaching Procedure (TCLP) and adding 25 organic chemicals to the list of toxic constituents of concern and establishing their regulatory levels. The Agency's definition of toxicity was last revised in 1993;⁴ however, this revision did not alter the framework for defining this characteristic.

A solid waste is classified as listed hazardous waste if it is named on one of the following four lists developed by EPA:

- Nonspecific source or F wastes (40 CFR 261.31). These are generic wastes, commonly produced by manufacturing and industrial processes. Examples include spent halogenated solvents used in degreasing and wastewater treatment sludge from electroplating processes as well as dioxin wastes, most

¹ 45 *Federal Register* 33084, May 19, 1980.

² 58 *Federal Register* 46049, August 31, 1993.

³ 55 *Federal Register* 26987, June 29, 1990.

⁴ 58 *Federal Register* 46049, August 31, 1993.

of which are "acutely hazardous" wastes due to the danger they present to human health or the environment.

- Specific source or K wastes (40 CFR 261.32). This list consists of wastes from specifically identified industries such as wood preserving, petroleum refining, and organic chemical manufacturing. These wastes typically include sludges, still bottoms, wastewaters, spent catalysts, and residues.
- Discarded commercial chemical products or P and U wastes (40 CFR 261.33(e) and (f)). The third and fourth lists consist of specific commercial chemical products and manufacturing chemical intermediates. They include chemicals such as chloroform and creosote, acids such as sulfuric acid and hydrochloric acid, and pesticides such as DDT and kepone.

Disposal of non-hazardous solid waste is regulated under Subtitle D of RCRA. Subtitle D wastes include municipal solid waste, special waste, and industrial waste.

- Municipal solid waste includes household and commercial solid waste. Household waste is defined as any solid waste (including garbage, trash, and sanitary waste in septic tanks) derived from households (including single and multiple residences, hotels and motels, bunkhouses, ranger stations, crew quarters, campgrounds, picnic grounds, and day-use recreation areas) (40 CFR 258.2). Commercial waste refers to all types of solid waste generated by stores, offices, restaurants, warehouses, and other non-manufacturing activities, excluding residential and industrial wastes (40 CFR 258.2).
- Special waste, as used in this document, refers to oil and gas exploration and production waste, fossil fuel combustion wastes, cement kiln dust, and solid waste from the extraction, beneficiation, and processing of ores and minerals (40 CFR 261.4).
- Non-hazardous industrial waste refers to solid waste generated by manufacturing or industrial processes that is not a hazardous waste regulated under Subtitle C of RCRA or a special waste (40 CFR 258.2).

Under Subtitle D, the management of non-hazardous industrial waste in land-based units must comply with 40 CFR Part 257, which establishes minimum federal standards for the management and siting of land-based units. Individual states are responsible for implementing 40 CFR Part 257 under their own authority. They have adopted statutory and regulatory frameworks for management of non-hazardous industrial wastes. These requirements vary widely from one state to another in terms of their design and operating requirements, monitoring requirements, and other management requirements such as recordkeeping, closure, post-closure care, and financial responsibility. Even within a given state, the non-hazardous industrial waste requirements may vary from facility to facility depending on the characteristics of the wastes managed and the environmental setting of the waste management unit. The Agency is currently developing "voluntary guidelines" for non-hazardous industrial waste management to better ensure that this waste is managed in a manner that is protective of human health and the environment.

1.3 Approach for Studying Potential Gaps in the Hazardous Waste Characteristics

As shown in Exhibit 1-1, the general approach EPA used to perform the Scoping Study has nine steps. Each of these steps is discussed below.

Step 1: Characterize Releases from Non-Hazardous Industrial Waste Management

The Agency conducted detailed investigations to identify specific instances of environmental contamination resulting from the management of non-hazardous industrial wastes. These case studies provide real-world information on releases of these wastes into the environment, the chemicals released and their concentrations, and the waste management practices and industries involved. The preliminary findings of such research were presented in a draft report entitled "Hazardous Waste Characteristics Scoping Study: Environmental Release Descriptions" (September 24, 1996). EPA held a public meeting on October 10, 1996 to explain and obtain comments on the draft report. EPA has considered and, where appropriate, incorporated these comments in preparing this Scoping Study. Chapter 2 summarizes these investigations and Appendix A presents the individual environmental release descriptions.

Step 2: Categorize Risks Associated with Non-Hazardous Industrial Waste Management

This step identifies categories of risks to human health and the environment that may result from non-hazardous industrial waste management. The underlying premise of this step is that a gap in the hazardous waste characteristics is any significant risk to human health or the environment associated with non-hazardous industrial waste management that could be, but is not, addressed by the current characteristics. Thus, this assessment deals with both:

- Hazards that the current hazardous waste characteristics were intended to address, namely physical hazards such as fire and explosion and toxic groundwater contamination near waste management facilities; and
- Hazards that the characteristics were not intended to address, such as non-groundwater pathway exposures to toxins, damages to ecological receptors, and natural resource damages.

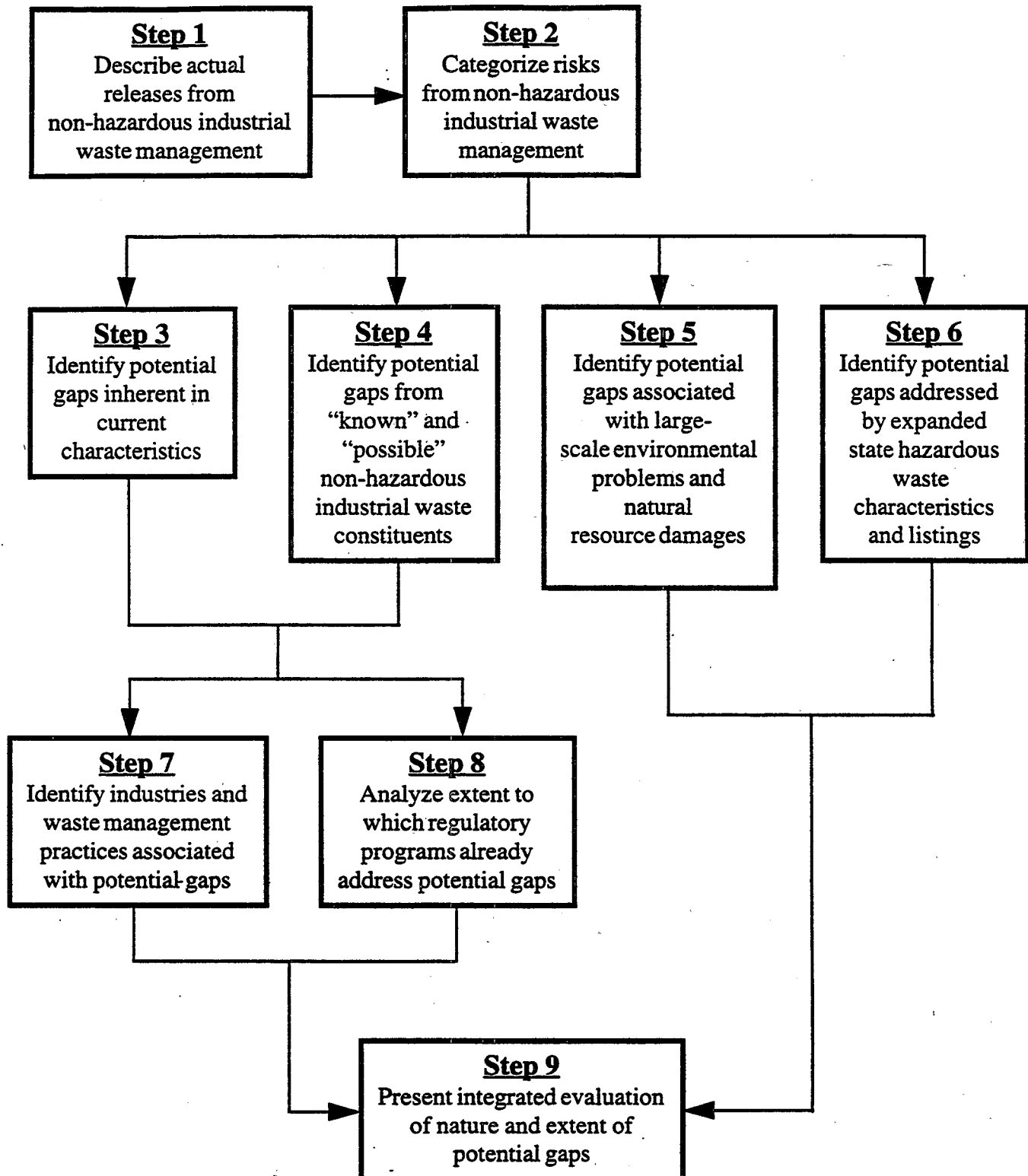
EPA identified risks by types of receptors, types of toxic effects and physical hazards, exposure pathways, and time and spatial scales, as described in Section 3.1. The search for potential risks used broad definitions of risk and adverse effects and addressed all aspects of non-hazardous industrial waste management, without any prejudgment as to the likelihood that a risk was significant, whether it could be best addressed by the characteristics, or whether it was already addressed by other regulations. The results of this risk classification step were used in identifying and evaluating potential gaps, as described below.

Step 3: Review the Existing Characteristics

The identification of potential gaps continues with a review of the existing definitions of the characteristics. This step is next for two reasons. First, limitations in the characteristics' effectiveness in reducing the risks they were intended to address may constitute important potential gaps. When the characteristics were promulgated, the Agency identified physical hazards and acute toxic hazards during transport and disposal activities and chronic exposure to groundwater contaminated with waste

Exhibit 1-1

Scoping Study Approach



constituents as being among the most important waste management risks. Reducing these risks remains an important goal of the characteristics. Second, this analysis lays the groundwork for evaluating other potential gaps.

Step 3 begins by examining the definitions and test methods of the ignitability, corrosivity, and reactivity (ICR) characteristics, which are essentially unchanged since they were promulgated in 1980. EPA reviewed the assumptions and approaches used to develop these characteristics and compared the characteristics to approaches taken to controlling similar hazards under other federal and state regulatory schemes. Step 3 also examines the definition of the toxicity characteristic (TC), which was designed to protect against human health risks from exposure to hazardous waste constituents released to groundwater. EPA reviewed new information on the toxicity, fate, and transport of the TC constituents and improvements in groundwater modeling since the TC was revised in 1990. The Agency also examined the potential risks from TC constituents through inhalation, surface water, and indirect pathways and to ecological receptors. Chapter 3 describes these analyses.

Step 4: Identify Gaps Associated with Non-TC Chemicals

Potential gaps in the hazardous characteristics from non-TC chemicals are identified by, first, identifying two groups of constituents:

- **"Known" non-hazardous industrial waste constituents:** constituents "known" to be present in non-hazardous industrial wastes, based on the data gathered in the environmental release descriptions in Step 2, EPA's 1987 Telephone Screening Survey of non-hazardous industrial waste management facilities, EPA effluent guideline development documents, and recent hazardous waste listing determinations.
- **"Possible" non-hazardous industrial waste constituents:** constituents on various regulatory or advisory lists, which were screened for their toxicity, fate, and transport properties and for a proxy of their occurrence in non-hazardous industrial waste, using available environmental release data from the 1994 Toxics Release Inventory.

Then, these two lists of constituents are evaluated and compared and chemicals are classified by physical properties, chemical composition, use, and origin. Finally, potential gaps were identified by applying multiple hazard-based screening criteria to specific chemicals and chemical classes. Chapter 4 describes these analyses.

Step 5: Identify Potential Gaps Associated with Certain Natural Resource Damages and Large-Scale Environmental Problems

As discussed above, steps 3 and 4 respectively examine potential gaps inherent in the current hazardous waste characteristics and associated with adverse human health or localized ecological effects from constituents not addressed by the toxicity characteristic. Step 5 addresses a third set of risks associated with non-hazardous industrial waste management: damages to natural resources that may not have direct human health or ecological effects, and large-scale environmental problems. The specific risks addressed are:

- Pollution of groundwater by constituents that diminish the value and usability of the resource without threatening human health;
- Air pollution through odors that harm the quality of life but may not have severe health effects; and
- Large-scale environmental problems, including air deposition to the Great Waters, damages from endocrine disruptors and airborne particulates, global climate change, red tides, stratospheric ozone depletion, tropospheric ozone and photochemical air pollution and water pollution.

Chapter 5 presents these analyses.

Step 6: Review State Expansions of TC and State Listings

Several states have expanded their hazardous waste management programs to regulate as hazardous certain wastes or waste constituents that are not hazardous under the federal program. Step 6 examines how states have expanded their toxicity characteristics and have listed as hazardous certain wastes that are not listed under the federal program. (Step 3 examines how states have regulated additional wastes by expanding their ICR characteristics.) These expansions beyond the federal hazardous waste identification rules reflect state judgments about gaps in the federal hazardous waste program and thereby constitute potential gaps that may merit further investigation. Chapter 6 presents this analysis. (Chapter 7 summarizes the potential gaps identified in Chapters 3 through 6.)

Step 7: Evaluate the Industries and Waste Management Practices Associated with Potential Gaps

The evaluation of potential gaps asks two basic questions: (1) What do the qualitative and quantitative indicators of risk show about the potential gaps? and (2) To what extent are the risks associated with the potential gaps addressed by other regulations? Steps 7, 8, and 9 address these questions. Step 7 addresses aspects of the first question. Specifically, it assesses the following:

- The amount of non-hazardous industrial wastes generated by various industries;
- The frequency with which various chemicals were detected or reported in releases from various industries;
- The management methods associated with the major non-hazardous industrial waste generators; and
- The management practices associated with documented environmental releases of non-hazardous industrial wastes.

Because of data limitations, EPA could not evaluate all potential gaps against all of these criteria. Instead, this step focuses principally on the potential gaps identified in Steps 3 and 4. Chapter 8 presents this analysis.

Step 8: Assess Regulatory Programs' Coverage of Potential Gaps

The second major issue in evaluating potential gaps is the extent to which the risks are controlled by existing regulatory or other environmental programs. As noted above, risk-related gaps were identified solely in terms of their relationship to non-hazardous industrial waste management, and not with regard to whether they might be controlled under regulatory or other programs. Chapter 9 discusses how major federal and state regulatory programs may address some of the risks represented by the potential gaps. To the extent that they are already addressed or could be addressed more effectively by programs other than the hazardous waste regulations, the potential gaps may not merit further attention by the RCRA Subtitle C program.

Step 9: Present Integrated Evaluation of Nature and Extent of Potential Gaps

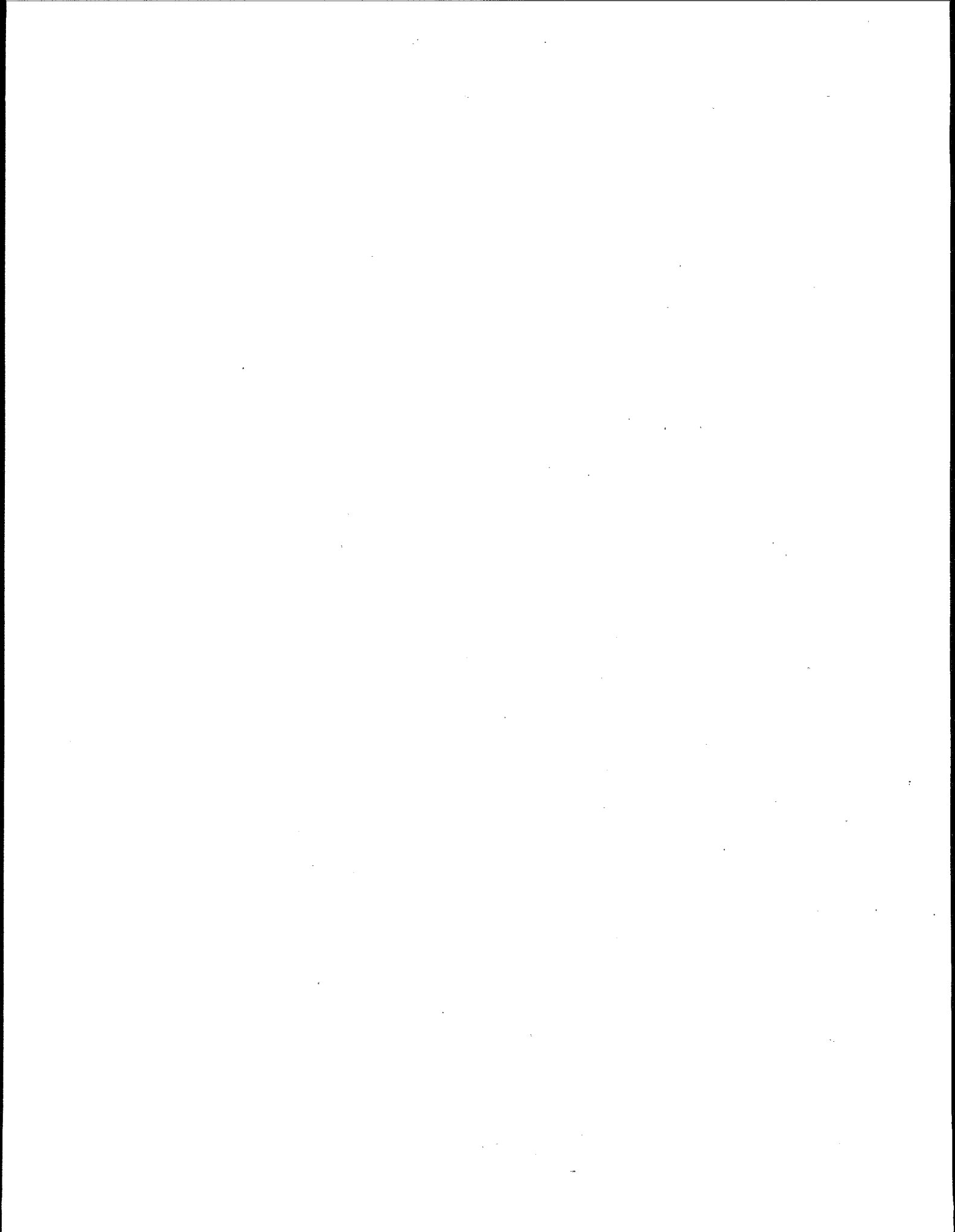
In the final step of the methodology, which is presented in Chapter 10, EPA integrates and summarizes all of the lines of evidence relating to particular potential gaps in the hazardous waste characteristics. The summary is presented in the form of several tables. This section also reviews the major data gaps and uncertainties of the analysis.

1.4 Report Outline

This Scoping Study is organized in the same order as the methodology outlined above.

- Chapter 2 characterizes releases from non-hazardous industrial waste management;
- Chapter 3 categorizes risks associated with potential gaps in the characteristics and reviews the existing characteristics to identify potential gaps;
- Chapter 4 identifies potential gaps associated with non-TC chemicals;
- Chapter 5 identifies potential gaps associated with certain natural resource damages and large-scale environmental problems;
- Chapter 6 identifies potential gaps in the characteristics by reviewing how selected states have expanded the TC and listed wastes that are not listed as hazardous under the federal program;
- Chapter 7 summarizes the potential gaps identified in Chapters 3 through 6;
- Chapter 8 evaluates the extent of the risks presented by potential gaps;
- Chapter 9 discusses how major federal and state regulatory programs address the risks represented by the potential gaps; and
- Chapter 10 presents an integrated summary evaluation of the nature and extent of potential gaps and the associated major analytical limitations and describes the framework that the Agency will apply in developing a plan for addressing potential gaps in the hazardous waste characteristics identified in this Study.

The Study also includes several appendices. Appendix A describes the individual environmental releases summarized in Chapter 2. Appendix B discusses several data sources used to identify environmental releases that were not successful in finding releases meeting EPA's stringent selection criteria. Appendix C provides a detailed comparison of the ICR characteristics to related approaches under other federal and state programs. Finally, a separate background document contains detailed information and analysis that supplements the screening-level risk analysis presented in Chapter 3 and the identification of "possible" non-hazardous industrial waste constituents in Chapter 4.



CHAPTER 2. RELEASES FROM NON-HAZARDOUS INDUSTRIAL WASTE MANAGEMENT UNITS

This chapter presents the methodology and results of the Agency's efforts to identify contamination resulting from the management of non-hazardous industrial wastes. The Agency prepared a draft report entitled "Hazardous Waste Characteristics Scoping Study: Environmental Release Descriptions" which was released for public comment on September 25, 1996 (see 61 *Federal Register* 50295). This chapter summarizes the revised report, incorporating relevant comments on the draft report.

This chapter is composed of three sections:

- Section 2.1 discusses the criteria, information sources, and methodology used to select releases to include in the report;
- Section 2.2 summarizes the release descriptions and presents findings of the study; and
- Section 2.3 presents the major limitations of the study.

The environmental release descriptions described in this chapter are presented in Appendix A of this Scoping Study.

2.1 Methodology

Based on 1985 data, 7.6 billion tons of non-hazardous industrial waste are generated and managed on-site annually by 17 major industries in the United States. Despite this large volume of non-hazardous industrial waste, EPA has few data concerning the releases, human health impacts, or environmental damages caused by such wastes. To identify such releases for purposes of the Scoping Study, the Agency reviewed readily available information from a wide variety of data sources. The purpose of this review was not to estimate risks posed, but rather to characterize releases due to non-hazardous industrial waste management practices. This section discusses the criteria and methodology used to select releases.

2.1.1 Criteria For Selecting Releases

The Agency considered three major factors in judging whether a release is an appropriate case study for this report. To be included, a release had to meet all three of the criteria described below:

1. **Source of Release.** The source of contamination had to be a waste management unit that received only non-hazardous industrial waste. Releases were excluded if:
 - a. Evidence suggested that the management unit also received municipal solid waste, special waste, or RCRA hazardous waste. Many facilities manage municipal, hazardous, and special wastes in the same waste management units as non-hazardous industrial waste. Releases from such units were not included in this report.

- b. The source of contamination could not be attributable solely to a non-hazardous industrial waste management unit. Releases were excluded where contamination (1) was detected at or near the facility, but the source of contamination was unknown; (2) was not from a waste management unit (e.g., was a product spill); or (3) was from a combination of non-hazardous industrial waste unit(s) and municipal, special, or hazardous waste unit(s).
 - c. The source of contamination was industrial wastewater discharges that are point source discharges regulated under Section 402 of the Clean Water Act, as amended.
 - d. The management method employed would be illegal in most states today. (Facilities were included if management practices would be legal today, even if no longer employed at a particular facility.)
2. **Evidence of Damage.** For purposes of the study, "damage" is considered to be a release exceeding one of the levels described below. All exceedences were examined for purposes of this scoping study. Exceedences may not actually represent significant risks. To be included in the Study, a release from a waste management unit must have caused contamination at levels of potential concern for that contaminated medium. Levels of potential concern used for this criterion were often based on federal or state drinking water standards for groundwater contamination and exceedences of background concentrations for soil contamination. Federal drinking water standards include maximum contaminant levels (MCLs) and secondary maximum contaminant levels (SMCLs)¹. State drinking water standards, which are often stricter than the federal standards, also were considered. Releases were not included if contaminant concentrations were above background concentrations but below levels of potential concern. If at least one contaminant was detected at concentrations above a federal or state standard, then data were collected and presented for all contaminants detected at that site.
3. **Test of Proof.** Documented evidence must prove that a damage or danger from a non-hazardous industrial waste management unit has occurred. Evidence was accepted if it met one or more of the following three tests:
- a. Scientific investigation. Damages were found to exist as part of the findings of a scientific study. Such studies include both extensive formal investigations (e.g., in support of litigation or a state enforcement action) and the results of technical tests (e.g., monitoring of wells);
 - b. Administrative ruling. Damages were found to exist through a formal administrative ruling; such as the conclusions of a site report by a field inspector, or through existence of an enforcement action that cited specific health or environmental dangers; and/or
 - c. Court decision. Damages were found to exist through a ruling of a court of law or through an out-of-court settlement.

¹ SMCLs are based on aesthetic considerations (e.g., taste and odor) and are not federally enforceable.

2.1.2 Approach For Identifying Releases

The Agency investigated eight major data sources to identify potential releases:

- State Industrial D programs;
- State Superfund programs;
- Federal Superfund program;
- Draft EPA report on construction and demolition waste landfills;
- Federal RCRA corrective action program;
- Other federal and state data sources;
- Newspapers; and
- Other literature searches.

EPA identified 112 facilities with environmental releases from 4 of the 8 data sources. As a result, this section summarizes the methodologies used to investigate only the four sources that resulted in case studies. Detailed descriptions of the other four methodologies are presented in Appendix B. Draft release descriptions were sent to facility owners/managers for data verification before inclusion in this final report.

2.1.2.1 State Industrial D Programs

As specified under RCRA Subtitle D, states are the primary regulators of non-hazardous solid waste, also known as Subtitle D waste. EPA's role is largely limited to establishing guidelines for the development and implementation of state plans, providing technical assistance, and approving plans that comply with these requirements. States are responsible for developing and implementing their own plans. EPA identified states with potential case studies, then reviewed the state files for those potential case studies.

The Agency is currently preparing voluntary guidelines on management standards for non-hazardous industrial wastes. As part of this effort, in 1995, the Agency contacted representatives from every state in the continental United States and asked them to identify known or potential environmental damages caused by non-hazardous industrial waste management units.² The Agency visited and reviewed state files at four of the five states that reported the largest number of potential case studies, California, Texas, North Carolina, New Mexico, and Wisconsin, and prepared a report

Public Involvement

In the limited time available for preparing this Scoping Study, the Agency implemented a number of measures to involve the public in this aspect of the data collection effort. Specifically, the Agency contacted the States and facilities identified in the release descriptions to solicit comments on draft versions of the release descriptions. Concurrently, the Agency released a draft version of its "Hazardous Waste Characteristics Scoping Study: Environmental Release Description" report to the public for comment and review on September 25, 1996 (see 61 *Federal Register* 50295). This report was made available through the RCRA Information Center and the internet via EPA's web page. Next, the Agency conducted a public meeting on October 10, 1996 in Arlington, Virginia to solicit comments on the draft report. Finally, the Agency released a draft version of the individual release descriptions to the public for comment and review on October 29, 1996 (see 61 *Federal Register* 55800).

² "Issue Paper: Potential Damage Cases From On-Site Disposal of Non-Hazardous Industrial Waste," August 1995.

summarizing the results of the visits.³ The Agency did not visit California because, at the time, California was preparing a comprehensive report on its Solid Waste Assessment Test (SWAT) program, which included detailed information on environmental releases at non-hazardous industrial waste disposal sites.

For the Scoping Study, the Agency chose to investigate seven additional states based on the reported numbers of potential case studies for these States. Overall, the Agency focused its review of non-hazardous industrial waste data on 12 of the 16 states that indicated having at least 10 potential case studies. The Agency limited its review to these 12 states due to significant time constraints associated with the Scoping Study.

12 States Included in Analysis

California	North Carolina
Florida	Pennsylvania
Louisiana	Tennessee
Michigan	Texas
New Mexico	Virginia
New York	Wisconsin

As the first step in identifying relevant releases or case studies, the Agency contacted the states by telephone to discuss the requirements and purpose of the release descriptions. For states that housed their files regionally, the Agency contacted each regional office with potential case studies. After scheduling appointments to review the state files, the Agency visited states to review and collect information about the specific releases of non-hazardous industrial wastes into the environment at concentrations of concern. The Agency did not visit California. During these trips, the Agency reviewed readily available documentation on each potential case study and collected documentation for only those releases that appeared to meet all three of the criteria described in Section 3.1.1. Over 80 percent of the facilities identified as potential case studies were excluded from further review, primarily because the facilities co-disposed non-hazardous industrial waste with municipal, hazardous, or special waste, or because the environmental damages discovered at the facility could not be directly linked to a non-hazardous industrial waste management unit. On an as-needed basis, EPA also made follow-up contact with state personnel most knowledgeable about particular sites to obtain additional relevant information.

To ensure that facility-specific information was accurately compiled and presented, the Agency contacted the states and facilities by telephone to ask them to review the draft release descriptions prepared for this report. The Agency sent each state and facility their release descriptions, asked for their written comments on the descriptions, and incorporated relevant comments.

Review of California's Industrial D Data. In 1984, the California State legislature passed a law that required testing of water and air media at all solid waste disposal sites.⁴ The law also required California's State Water Resource Control Board to rank all solid waste disposal sites in groups of 150 each, according to the threat these facilities or sites may pose to water quality. California's legislation requires site operators to submit a water quality "solid waste assessment test" (SWAT) report presenting the following information:

- An analysis of the surface and groundwater on, under, and within one mile of the solid waste disposal site to provide a reliable indication of whether there is any leakage of hazardous waste constituents; and

³ "Damage Cases: On-Site Disposal of Non-Hazardous Industrial Waste," September 1995.

⁴ California Code of Regulations, Title 23, Section 13273.

- A chemical characterization of the soil-pore liquid in those areas that are likely to be affected if the solid waste disposal site is leaking, as compared to geologically similar areas near the solid waste disposal site that are known to not have been affected by leakage or waste discharge.

To expedite the review of California's Industrial D data, the Agency obtained a copy of California's Solid Waste Assessment Test database. The Agency reviewed the database to identify those facilities believed to manage only non-hazardous industrial waste and found to have leaked waste constituents outside the limits of the waste management unit at levels above California or federal regulatory standards. California's waste classification system was used to identify facilities believed to manage only non-hazardous industrial waste.

The review of Industrial D data from 12 states identified a total of 104 releases that met the Agency's selection criteria. Hundreds of potential cases were reviewed to identify these releases.

2.1.2.2 State Superfund Programs

Abandoned or uncontrolled hazardous substance sites not addressed by the federal Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) program may be subject to remediation under the state Superfund programs. EPA believes that some of these sites may be contaminated with industrial wastes that would not be hazardous under the current RCRA Subtitle C requirements.

Industrial D Case Studies Satisfying Criteria for Inclusion in the Scoping Study

California	29	Florida	6
Wisconsin	20	New York	6
Tennessee	9	North Carolina	6
Louisiana	7	Michigan	4
New Mexico	7	Virginia	3
Texas	6	Pennsylvania	1

To expedite the process of identifying relevant sites and to cover the largest possible percentage of state Superfund sites, the Agency focused on the states with the largest programs. These states were identified according to the Environmental Law Institute's 1993 *Analysis of State Superfund Programs*.⁵ In July 1996, the Agency identified and contacted 13 states listed as having at least 1,000 state Superfund sites. Personnel from each of the 13 states were asked whether they produce publicly available summaries of their state Superfund programs. The Agency obtained the most recent annual state Superfund reports for Missouri, New Jersey, New York, and Texas and obtained a printout of California's database for review. Due to the significant time constraints associated with its analysis, the Agency did not pursue information from other states, which lacked detailed, readily available information on their Superfund program.

State Superfund Programs with $\geq 1,000$ Sites

California	✓	New York	✓
Illinois		Ohio	
Indiana		Pennsylvania	
Massachusetts		Tennessee	
Michigan		Texas	✓
Missouri	✓	Wisconsin	
New Jersey	✓		

✓ = State had readily available information.

⁵ Environmental Law Institute, "An Analysis of State Superfund Programs: 50-State Study, 1993 Update," prepared for U.S. Environmental Protection Agency's Office of Emergency and Remedial Response, December 1993.

Short published site descriptions for nearly 1,000 state Superfund sites from 5 states, California, Missouri, New Jersey, New York, and Texas, were reviewed to identify potential case studies that meet the Agency's selection criteria. A total of 60 sites were identified as potential case studies. The Agency contacted the five states by telephone to discuss the availability of existing information on those 60 sites. Two states (New York and Texas) indicated that they had additional information readily available for review. The Agency visited these states' Superfund offices to review and the additional information. The Agency identified one case study from New York as meeting all of the selection criteria.

2.1.2.3 Federal Superfund Program

The Agency investigated several CERCLA data sources to identify releases relevant to the Scoping Study. The vast majority of the CERCLA sites were not expected to meet the Agency's selection criteria for two reasons. First, the majority of the sites are contaminated with RCRA hazardous wastes or with releases or spills from products. These sites will not meet the Agency's selection criteria for source of release. Second, most of the CERCLA sites contaminated with non-hazardous industrial wastes are also expected to be contaminated with hazardous wastes. Therefore, it is unlikely that a non-hazardous industrial waste management unit will be identified as the source of the release at a CERCLA site.

Due in part to the large number (over 1,300) of CERCLA National Priority List (NPL) sites and the relatively small number of sites likely to meet the Agency's three release selection criteria, the Agency attempted to identify potential case study sites through telephone discussions with Regional EPA Superfund personnel and Regional members of the National Association of Remedial Project Managers and the National On-Scene Coordinator Association. Although the Regional Contacts agreed that the Agency should be able to identify at least a few case studies from the CERCLA program, they often were unable to identify specific sites. EPA Superfund staff in Region 4, however, identified two sites apparently meeting the Agency's selection criteria. The Agency visited Region 4's Superfund office and reviewed and copied the relevant files for these two sites. One of the two sites met the Agency's selection criteria.

The following federal Superfund data sources were also reviewed; however no releases meeting the Agency's selection criteria were identified:

- Record of Decision (ROD) database;
- CERCLA Natural Resource Damage Claims;
- CERCLA Characterization Database; and
- Exposure assessments performed by the Agency for Toxic Substances and -Disease Registry (ATSDR).

2.1.2.4 Construction and Demolition (C&D) Landfill Report

On May 18, 1995, EPA's Office of Solid Waste published a draft report entitled *Damage Cases: Construction and Demolition Waste Landfills*. The report, prepared in support of EPA's rulemaking (60 *Federal Register* 30963, June 12, 1995) on conditionally exempt small quantity generators (CESQG),⁶ presents information on environmental releases from construction and

⁶ Conditionally exempt small quantity generators (CESQGs) are defined as generators of less than 100 kilograms per month of hazardous waste. See 40 CFR 261.5.

demolition (C&D) waste landfills, which receive materials generated from the construction or destruction of structures such as buildings, roads, and bridges. One purpose of the report was to determine whether the disposal of C&D waste in landfills has threatened or damaged human health or the environment.

The May 1995 report used three criteria to select potential C&D waste landfill damage cases.

- The landfill received predominantly C&D waste, with or without CESQG waste mixed in. C&D landfills known to have received significant quantities of municipal, industrial, or hazardous wastes were excluded.
- The use of the site as a C&D landfill had to be the only potential source of the observed contamination. Sites located near other potential sources of the contamination such as underground storage tanks were excluded.
- There was documented evidence of groundwater contamination, surface water contamination, or ecological damage at the site. "Contamination" was defined as an increase in chemical constituent concentrations above background or an exceedence of an applicable regulatory standard or criterion attributable to releases from the site.

In preparing the May 1995 report, the Agency searched for C&D landfills meeting these criteria using four information sources: existing studies of C&D landfills, materials available through the federal Superfund program, representatives of EPA Regions, and representatives of state and county environmental agencies.

The Agency identified 11 environmental releases in the May 1995 report. Although one of the Agency's criteria, as listed above, was to eliminate C&D landfills that received significant quantities of municipal or hazardous wastes, 5 of the 11 landfills received municipal, special, or hazardous wastes. Therefore, for purposes of this report, the Agency eliminated these five C&D landfill cases. Eliminating the landfills that managed even small quantities of municipal, special, or hazardous waste, ensures that the reported damages were caused by the non-hazardous industrial wastes, thereby meeting the Agency's selection criteria for the source of the release.

2.1.3 Release Profile Preparation

The release profiles presented in Appendix A to the Scoping Study were prepared using a standard format. This format is discussed below. Because the release profiles were prepared under significant time constraints using readily available data, detailed descriptions of the facility, wastes, and waste management practices could not be developed. The data often provided only a brief description of the facility and focused primarily on the results of the environmental sampling conducted at the facility.

"Facility Overview" discusses the facility's operations, how long the facility was or has been in operation, the location of the facility, surrounding land uses, the geologic and hydrogeologic conditions at the facility, and other environmental characteristics, provided this information was available.

"Media Affected" identifies whether the damages are associated with groundwater, surface water, soil, and/or ecological receptors.

"Wastes and Waste Management Practices" discusses the type(s) of wastes generated at the facility and the practices employed to manage the wastes including descriptions of the individual waste management units and groundwater monitoring practices, provided this information was available.

"Extent of Contamination" discusses the groundwater contamination, surface water contamination, and/or soil contamination at the site. Constituents detected in groundwater or surface water above background levels are identified and compared to applicable state and federal standards. The maximum detected concentration for all tested constituents are given. In reporting exceedences of state or federal standards, EPA attempted to exclude constituents whose upgradient or background concentrations were as high as those in downgradient wells.

"Corrective Actions/Regulatory Actions" discusses any corrective or regulatory actions that have been recommended, planned, or taken at the site.

"Source" simply identifies the information source(s) used to prepare the release profiles. The main source of information was the facility-specific files located in state offices.

2.2 Results

This section discusses the findings of the review of release data. It begins by summarizing the 112 documented release descriptions using the following five categories:

- Number of cases by state;
- Number of cases by industry;
- Number of cases by type of waste management method;
- Type of media affected; and
- Type and level of contaminants.

Later chapters of this report also present these and additional release description data.

2.2.1 Number of Cases By State

The 112 releases described in this chapter were found in 12 states. Because this report is a Scoping Study, these case studies were not intended to be geographically or statistically representative of the number of known or potential releases of non-hazardous industrial wastes identified by the Agency. Although these case studies are not statistically or geographically representative, they do illustrate the type of releases that have occurred from non-hazardous industrial waste management units in various parts of the country, as shown in Exhibit 2-1. The case studies were selected based on the availability of data. Due to the limited time available to collect data, the Agency largely focused its efforts on the states with the most available data on releases from non-hazardous industrial waste management units. This process identified releases in most areas of the nation, except the northwest, northern mountain states, and midwest. The states in these regions either were unable to identify any or identified few potential case studies in the Agency's 1995 efforts to estimate the number of potential releases from non-hazardous industrial waste management units by state.

Exhibit 2-2
Number of Management Units & Volume of Waste Managed On-Site, by State (1985)

Rank by Number of Units	State	Number of Management Units in 1985 ^a	1985 Volume Waste Managed (Million tons/yr.) ^a	Number of Release Descriptions
1	California	2,150	570	29
2	Texas	1,900	590	6
3	Wisconsin	1,720	60	22
4	Pennsylvania	1,475	940	1
5	Georgia	1,080	220	None
6	Illinois	1,005	265	None
7	Ohio	960	155	None
8	Vermont	940	5	None
9	Louisiana	890	170	7

Exhibit 2-2 (continued)
Number of Management Units & Volume of Waste Managed On-Site, by State (1985)

Rank by Number of Units	State	Number of Management Units in 1985 ^a	1985 Volume Waste Managed (Million tons/yr.) ^a	Number of Release Descriptions
10	North Carolina	855	240	6
12	Virginia	800	150	6
13	Michigan	785	210	4
14	New York	740	30	8
15	Florida	740	310	7
21	Tennessee	510	245	9
41	New Mexico	140	10	7

^aSource: "Telephone Screening Survey," U.S. Environmental Protection Agency, 1987.

of on-site management units and the volume of waste managed on-site in states. (See Chapter 8 for further discussion of waste generation by industry.)

2.2.2 Number of Cases By Industry

The releases documented in this report were from facilities in 15 2-digit Standard Industry Classification (SIC) codes. (Industry data are presented at the two-digit level because more specific classification were not readily available for many facilities.) Over 31 percent of the cases involve Electric, Gas, and Sanitary Services facilities (SIC 49). All of these facilities are in the refuse system sector (SIC 4953). The top four SIC codes are SIC 49: Electric, Gas, and Sanitary Services, SIC 26: Paper & Allied Products, SIC 28: Chemical & Allied Products, and SIC 20: Food & Kindred Products. These four industry groups represent nearly 75 percent of the releases studied or evaluated in this report. Exhibit 2-3 identifies the number of cases by industry.

Exhibit 2-3
Number of Case Studies by Industry (SIC)

Electric, Gas, & Sanitary Services (49)	35 (31%)
Paper & Allied Products (26)	27 (24%)
Chemical & Allied Products (28)	11 (10%)
Food & Kindred Products (20)	10 (9%)
Primary Metal Industries (33)	6 (5%)
Nonmetallic Minerals, Except Fuels (14)	4 (4%)
Petroleum & Coal Products (29)	4 (4%)
Fabricated Metal Products (34)	3 (3%)

Exhibit 2-3 (continued)
Number of Case Studies by Industry (SIC)

Transportation Equipment (37)	3 (3%)
Agricultural Production - Livestock (02)	2 (2%)
Electronic & Other Electric Equipment (36)	2 (2%)
Stone, Clay, & Glass Products (32)	2 (2%)
Apparel & Other Textile Products (23)	1 (1%)
Instruments & Related Products (38)	1 (1%)
Industrial Machinery & Equipment (35)	1 (1%)

These findings are generally consistent with the Agency's previous finding that four industries, Paper and Allied Products (SIC 26), Chemicals and Allied Products (SIC 28), Petroleum Refining & Related Industries (SIC 29), and Primary Metal Industries (SIC 33), generated more than 68 percent of the 7.6 billion tons of Industrial D waste managed on-site in 1985.⁷ Although these case studies were identified based on available data and other selection criteria, the number of cases identified per industry and the volume of waste generated per industry appear to be positively correlated.

2.2.3 Number of Cases By Type of Waste Management Unit

Four major types of land-based treatment and storage units were identified in the case studies: landfills, surface impoundments, land application units, and waste piles. Exhibit 2-4 presents the number of case studies by waste management unit. Several cases studies discuss more than one unit, therefore, the total number of units is higher than the total number of case studies. Approximately 93 percent of the case studies involved landfills and/or surface impoundments. This finding may partly reflect the greater regulatory attention these units receive from the states, rather than necessarily imply that these units have more frequent releases than other types of waste management units. Over 90 percent of the landfills and 80 percent of the surface impoundments included in the case studies are unlined and over 70 percent of the units are no longer being used to manage non-hazardous industrial wastes.

All 50 states have developed regulations for surface impoundments. Approximately 90, 46, and 18 percent of the states have developed regulations specifically for landfills, land application units, and waste piles, respectively.⁸ The large number of surface impoundments identified in this report is consistent with a finding of EPA's 1987 Telephone Screening Survey that slightly more than half of the facilities that generate and manage on-site non-hazardous industrial waste managed their wastes in

⁷ U.S. Environmental Protection Agency, Office of Solid Waste, "Non-Hazardous Waste Management: Priority Industries," draft, July 1993.

⁸ U.S. Environmental Protection Agency, Office of Solid Waste, "State Requirements for Non-Hazardous Industrial Waste Management Facilities, September 1995.

Exhibit 2-4
Number of Case Studies By Waste Management Unit

Landfill	73
Surface Impoundment	31
Land Application Unit	12
Waste Pile	4

on-site surface impoundments. The 1987 survey also indicated that 35 percent of the facilities managed their wastes on-site in waste piles, 19 percent in landfills, and 18 percent in land application units.

Many states apply their non-hazardous industrial waste regulations on a site-by-site basis and, therefore, not all facilities in a state are subject to the same data collection and recordkeeping requirements. One recent report indicates that even states with waste pile regulations do not appear to be actively enforcing control, monitoring, and closure requirements, which may partly explain the small number of release descriptions for waste piles.⁹

The large number of landfills and surface impoundments in the release descriptions appears consistent with the type of management units used by the primary industries included in this report. Reportedly, the food processing industry has the largest number of non-hazardous industrial waste surface impoundments and land application units.^{10,11} Other major industries identified in this report with a large number of surface impoundments and landfills include the paper, electric power, chemical, mining, and metal finishing industries.

2.2.4 Type of Media Affected

Nearly 98 percent of the case studies involved groundwater contamination. Approximately 31 percent of the case studies involved contamination of surface water or soil. No case studies had documented damages from releases to the air and nearly 30 percent of the case studies affected multiple media.

The predominance of groundwater contamination is consistent with the use of groundwater monitoring as the most common method of detecting releases from waste management units. Surface water is not as routinely monitored as groundwater. Surface water sampling is seldom conducted at a

⁹ "State Regulation of Waste Piles, EI Digest Industrial and Hazardous Waste Management," April 1996, pages 16 to 21.

¹⁰ "Nonhazardous Industrial Surface Impoundments: State Regulations and the Environmental Marketplace," Environmental Information, Ltd., 1996, pages 3 to 7.

¹¹ "State Requirements for Nonhazardous Waste Land Application Units, EI Digest Industrial and Hazardous Waste Management," May 1996.

facility until a release is identified. Soil sampling is conducted much less frequently than groundwater monitoring, and like surface water sampling, is seldom conducted until a release has been identified. Few states regulate air emissions from non-hazardous industrial waste management units. Thus, it is not surprising that no cases of damage from releases to the air were documented in the case studies collected for this report.

2.2.5 Types of Contaminants Released

The number of and types of contaminants routinely analyzed for in groundwater and other types of samples varies among states and facilities. Although most facilities included in the case studies were monitored for a wide range of constituents, the 20 constituents most commonly detected to exceed regulatory levels were inorganics. Approximately 50 constituents were detected three or more times, and 70 constituents were detected fewer than three times. Exhibit 2-5 identifies all of the TC constituents that were detected in the case studies, Exhibit 2-6 presents all of the constituents with SMCLs that were identified in the case studies, and Exhibit 2-7 identifies the other constituents that were detected in at least three case studies. The exhibits also identify the number of cases where each constituent was detected, the number of times the constituent was detected above at least one regulatory level, the regulatory levels, the average maximum and the highest maximum detected concentration identified in the case studies, and the range of the ratio of the highest detected constituent concentrations to regulatory standards. Note, only constituents with regulatory standards are included in Exhibits 2-5, 2-6, and 2-7.

Many inorganic constituents were elevated in groundwater monitoring wells. Constituents that exceeded state groundwater protection standards or federal drinking water standards most frequently were:

- | | |
|-----------------------------|----------------------------|
| • Iron (49 detections) | • Cadmium (17 detections) |
| • Chloride (32 detections) | • Benzene (16 detections) |
| • Manganese (34 detections) | • Arsenic (15 detections) |
| • Sulfate (29 detections) | • Zinc (13 detections) |
| • Lead (22 detections) | • Aluminum (12 detections) |
| • Chromium (21 detections) | • Nitrate (12 detections) |

Six of the constituents identified above (iron, chloride, manganese, sulfate, zinc, and aluminum) have drinking water standards that are based only on SMCLs.

A total of 25 TC constituents have been detected in the release descriptions. Exhibit 2-5 identifies 20 of the 25 TC constituents detected. Five TC constituents (2,4,6-trichlorophenol, 2,4-dinitrotoluene, o-cresol, p-cresol, and methyl ethyl ketone) were not included in Exhibit 2-5 because there were no federal or state standards established for them. All but 2 of the 20 TC constituents identified in Exhibit 2-5 (carbon tetrachloride, 1,4-dichlorobenzene) were detected above a federal or state standard. The majority (85 percent) of the TC constituents detected above a federal or state standard exceeded the standards by at least 1 time, 60 percent exceeded by 10 times, 50 percent exceeded by 100 times, 20 percent exceeded by 1,000 times, 10 percent exceeded by 10,000 times, and none exceeded by at least 100,000 times. The average maximum detected concentrations for five of the TC constituents (arsenic, benzene, selenium, vinyl chloride, and lindane) exceeded the TC

Exhibit 2-5
TC Contaminants Detected in Case Studies

Constituent	TC Level (mg/l)	Case Studies With Detected Constituents	Case Studies with Detected Concentrations Above Federal/ State Standards	Range of Federal/State Standards (mg/l)	Average Maximum Detected Concentration (mg/l)	Highest Maximum Detected Concentration (mg/l)	Ratio of Highest Detected Concentration to Federal/State Standards
Lead	5	37	22	0.0015 - 0.05	1.3	28	560 - 18,667
Chromium	5	36	21	0.01 - 0.1	2.3	58	580 - 5,800
Arsenic	5	29	15	0.005 - 0.05	28.4	595	11,900 - 119,000
Cadmium	1	28	17	0.0004 - 0.005	0.2	3	600 - 7,500
Barium	100	28	11	0.2 - 2	31.1	630	315 - 3,150
Benzene	0.5	23	16	0.0005 - 0.001	1.4	15	15,000 - 30,000
Mercury	0.2	19	6	0.0002 - 0.002	0.002	0.007	3.5 - 35
Selenium	1	18	6	0.01 - 0.05	2.2	27	540 - 2,700
Trichloroethylene	0.5	15	7	0.0005 - 0.005	0.03	0.14	28 - 280
Vinyl chloride	0.2	13	6	0.0002 - 0.002	2.9	8.6	4,300 - 43,000
Silver	5	12	3	0.01 - 0.1	0.006	0.01	0.1 - 1
Chlorobenzene	100	9	2	0.05	0.025	0.05	1
Chloroform	6	8	2	0.0006 - 0.08	0.11	0.4	105 - 667
Tetrachloroethylene	0.7	7	3	0.005	0.0085	0.026	5
1,4-Dichlorobenzene	7.5	5	0	0.015 - 0.075	0.017	0.035	0.5 - 2.3
Carbon tetrachloride	0.5	4	0	0.005	0.0017	0.004	0.8
Pentachlorophenol	100	2	2	0.001	0.036	0.063	63
Lindane	0.4	2	2	0.0002	0.66	1.2	6,000
1,2-Dichloroethane	0.5	2	2	0.005	0.016	0.02	4
Heptachlor	0.008	1	1	0.0004	0.002	0.002	5

Exhibit 2-6
Contaminants with SMCLs Detected in Case Studies

Constituent/ Property	Case Studies With Detected Constituents	Case Studies with Detected Concentrations Above Federal/State Standards	Range of Federal/State Standards (mg/l)	Average Maximum Detected Concentration (mg/l)	Highest Maximum Detected Concentration (mg/l)	Ratio of the Highest Detected Concentration to Federal/State Standards
pH	66	24	6.5 - 8.5 (unitless)	5.4 (unitless)	12.4 (unitless)	1.5 - 1.9
Iron	54	49	0.15 - 0.3	244	4,400	14,667 - 29,333
Chloride	52	32	125 - 250	1,825	37,200	149 - 297
Sulfate	50	29	125 - 500	2,273	26,000	52 - 208
Total dissolved solids	48	30	500 - 1,000	7,033	98,164	98 - 196
Manganese	39	34	0.0025 - 0.3	10	97	323 - 3,880
Zinc	33	13	0.05 - 5	20	262	52 - 5,240
Copper	17	2	0.13 - 1.3	0.15	0.9	0.7 - 7
Aluminum	12	12	0.05 - 0.2	235	1,933	9,665 - 38,660
Fluorides	12	4	0.44 - 4	12	98	25 - 223

Exhibit 2-7
Other Contaminants Detected in At Least Three Case Studies

Constituent	Case Studies With Detected Constituents	Case Studies with Detected Concentrations Above Federal/State Standards	Range of Federal/State Standards (mg/l)	Average Maximum Detected Concentration (mg/l)	Highest Maximum Detected Concentration (mg/l)	Ratio of the Highest Detected Concentration to Federal/State Standards
Sodium	40	8	20 -160	1,292	15,600	98 - 780
Nitrate	33	12	2 - 10	46	560	56 - 280
Magnesium	32	3	35 - 420	140	1,495	4 - 43
Toluene	20	7	0.07 - 1	0.62	6.7	7 - 96
Phenol	18	10	0.001 - 1.2	6.3	60	50 - 60,000
Ammonia	16	2	2	55.3	410	205
Nickel	14	4	0.08 - 0.1	0.1	0.5	5 - 6.3
Nitrite	11	9	1	18.9	64	64
Xylenes	10	1	0.124 - 10	2	4.8	0.5 - 39
1,1-Dichloroethane	10	0	0.7	0.18	1	1
Acetone	9	1	0.7	1.4	10.6	15
Nitrogen	8	0	2 - 10	8.1	57.6	6 - 29
Dichloromethane	7	4	0.005 - 0.015	0.6	4	267 - 800
Ethylbenzene	7	3	0.14 - 0.7	0.3	0.9	1.3 - 6.4
Vanadium	7	0	0.014	0.1	0.4	31
cis-1,2-Dichloroethylene	7	3	0.07	0.081	0.24	3
Beryllium	7	6	0.004 - 1.1	0.25	1.7	2 - 425
Cyanide	6	2	0.04 - 0.2	0.09	0.4	2 - 10
Boron	6	1	2.9	40.4	82	28
Cobalt	5	0	0.005	0.083	0.16	32
Naphthalene	5	1	0.008	3.3	14.2	1,775
Antimony	5	4	0.006	0.67	3	500
trans-1,2-Dichloroethylene	4	1	0.01	0.0016	0.052	5
Thallium	4	2	0.002	0.0048	0.01	5

regulatory levels established for these constituents and the highest maximum detected concentrations for over half of the identified TC constituents exceed TC regulatory levels.

All SMCLs or similar state standards, except those for foaming agents, color, odor, and corrosivity, were violated by one or more release descriptions. As shown in Exhibit 2-6, the majority (90 percent) of the SMCL constituents exceeded the standards by at least 1 time, 80 percent exceeded by 10 times, 40 percent exceeded by 100 times, 20 percent exceeded by 1,000 times, 10 percent exceeded by 10,000 times, and none exceeded by at least 100,000 times. (Because silver has both a TC level and an SMCL, it is included in Exhibit 2-5 with the other TC constituents.) SMCLs are based on aesthetic considerations (e.g., taste and odor) and are not federally enforceable. Therefore, exceedences of the SMCLs do not necessarily indicate a potential danger to human health or the environment. Sixteen of the case studies (14 percent) were identified based only on an exceedence of an SMCL. This type of contamination is discussed further in Chapter 5.

Exhibit 2-7 identifies 24 other constituents that were detected in the release descriptions. All but four of the constituents in Exhibit 2-7 (1,1-dichloroethane, nitrogen, vanadium, and cobalt) were detected above a federal or state regulatory level. Half (50 percent) of these other constituents exceeded one of the standards by at least 10 times, 13 percent exceeded by 100 times, 4 percent exceeded by 1,000 times, and none exceeded by at least 10,000 times.

Constituents managed in landfills were detected in samples nearly three times more frequently than constituents managed in surface impoundments. All of the constituents presented in Exhibits 2-5, 2-6, and 2-7 are associated with wastes managed in landfills. Approximately 81 percent of the constituents are associated with both landfills and surface impoundments, 33 percent are associated with landfills, surface impoundments, and land application units, 33 percent are associated with landfills, surface impoundments, and waste piles, and 12 percent are associated with all 4 waste management units. The constituents that are associated only with landfills are antimony, beryllium, boron, cobalt, cyanides, silver, and thallium.

Exhibit 2-8 identifies the 10 constituents for each of the 6 industries that were identified most frequently in the case studies. As the exhibit illustrates, inorganics are the most commonly detected chemicals. The commonly detected constituents are chloride, pH, iron, lead, total dissolved solids, manganese, sulfate, magnesium, zinc, and arsenic.

2.3 Major Limitations

The findings presented in this chapter must be interpreted with care for several reasons, including the limited time available to collect data, potentially unrepresentative data, and the Agency's stringent release selection criteria. Each of these major limitations is discussed in detail below.

Data were collected under significant time constraints. The significant amount of data included in this chapter were collected and analyzed over a four-month period. During this time the Agency reviewed previously collected data, readily available databases, and reports; identified and contacted appropriate state and federal personnel; visited state and EPA Regional offices; reviewed facility files; prepared case study summaries; developed a database to analyze the data; performed QA/QC on the data; sent draft case studies to states and facilities for review; prepared a draft report for public review; and incorporated comments into the report, as appropriate. Due to the time constraints of the consent decree, the Agency had to carefully prioritize its efforts and, in doing so,

Exhibit 2-8
Most Common Constituents By Industry

Industrial Classification Code (SIC)	Constituent	Number of Case Studies in Which the Constituent Was Detected
Refuse Systems (495)	pH*	19
	Iron *	14
	Manganese*	13
	Sulfate *	13
	Lead	12
	Chloride *	11
	Magnesium	10
	Nitrate	10
	Total dissolved solids*	10
	Trichloroethylene	10
Paper & Allied Products (26)	pH*	22
	Chloride*	21
	Iron *	21
	Sulfate *	20
	Sodium	15
	Calcium carbonate	12
	Calcium	11
	Magnesium	11
	Zinc	11
	Total dissolved solids *	10
Chemical & Allied Products (28)	Benzene	7
	Chromium	7
	Iron *	7
	Lead	6
	Manganese*	6
	Sulfate *	6

Exhibit 2-8 (continued)
Most Common Constituents By Industry

Industrial Classification Code (SIC)	Constituent	Number of Case Studies in Which the Constituent Was Detected
Chemical & Allied Products (28) (Cont.)	Total dissolved solids *	6
	Zinc	6
	Arsenic	5
	Chloride *	5
Food & Kindred Products (20)	Nitrite	6
	Nitrate	5
	Nitrogen	5
	pH *	4
	Total dissolved solids *	4
	Total filterable residue	4
	Calcium	3
	Chloride *	3
	Magnesium	3
	Sodium	3
Non-Metallic Minerals, Except Fuels (14)	Arsenic	4
	Iron *	4
	Lead	4
	Manganese *	4
	pH *	4
	Cadmium	3
	Chloride *	3
	Copper	3
	Nickel	3
	Potassium	3

Exhibit 2-8 (continued)
Most Common Constituents By Industry

Industrial Classification Code (SIC)	Constituent	Number of Case Studies in Which the Constituent Was Detected
Primary Metal Industries (33)	Lead	4
	Chromium	3
	Aluminum	2
	Arsenic	2
	Barium	2
	Cadmium	2
	Chloride*	2
	Mercury	2
	Nickel	2
	Zinc	2

* Constituents with Secondary Maximum Contaminants.

may have eliminated or missed a number of potential case studies that could have been included in the report if additional data were available and/or additional time was spent collecting and reviewing data.

Data may be unrepresentative and/or out-of-date. In this report, the Agency did not attempt to estimate the proportion of non-hazardous management facilities currently experiencing constituent releases. Due primarily to the limited time available for data collection and analysis, the Agency relied upon readily available data. The Agency did not perform any new sampling or collect new data from facilities managing non-hazardous industrial wastes. Nor did the Agency perform a comprehensive review of previously collected state and federal data for all non-hazardous industrial waste management facilities. State file reviews were conducted in one to three days per state and were limited to those states that indicated having files of release incidents that met the Agency's selection criteria. Although the collection of release descriptions is not statistically representative in any way, these cases are indicative of the type of releases associated with the management of non-hazardous industrial waste.

Because only readily available data were analyzed, the data may not reflect current waste generation and management practices at the particular facility. Environmental contamination resulting from waste disposal practices may take many years to become evident; some releases described in this report occurred over 20 years ago. The documented releases may have resulted from particular waste generation and disposal practices or other conditions that no longer exist. Specifically, process feedstocks, processing operations, waste characteristics, and/or waste management practices may have changed. Facilities may no longer manage their wastes in unlined units or in environmentally sensitive

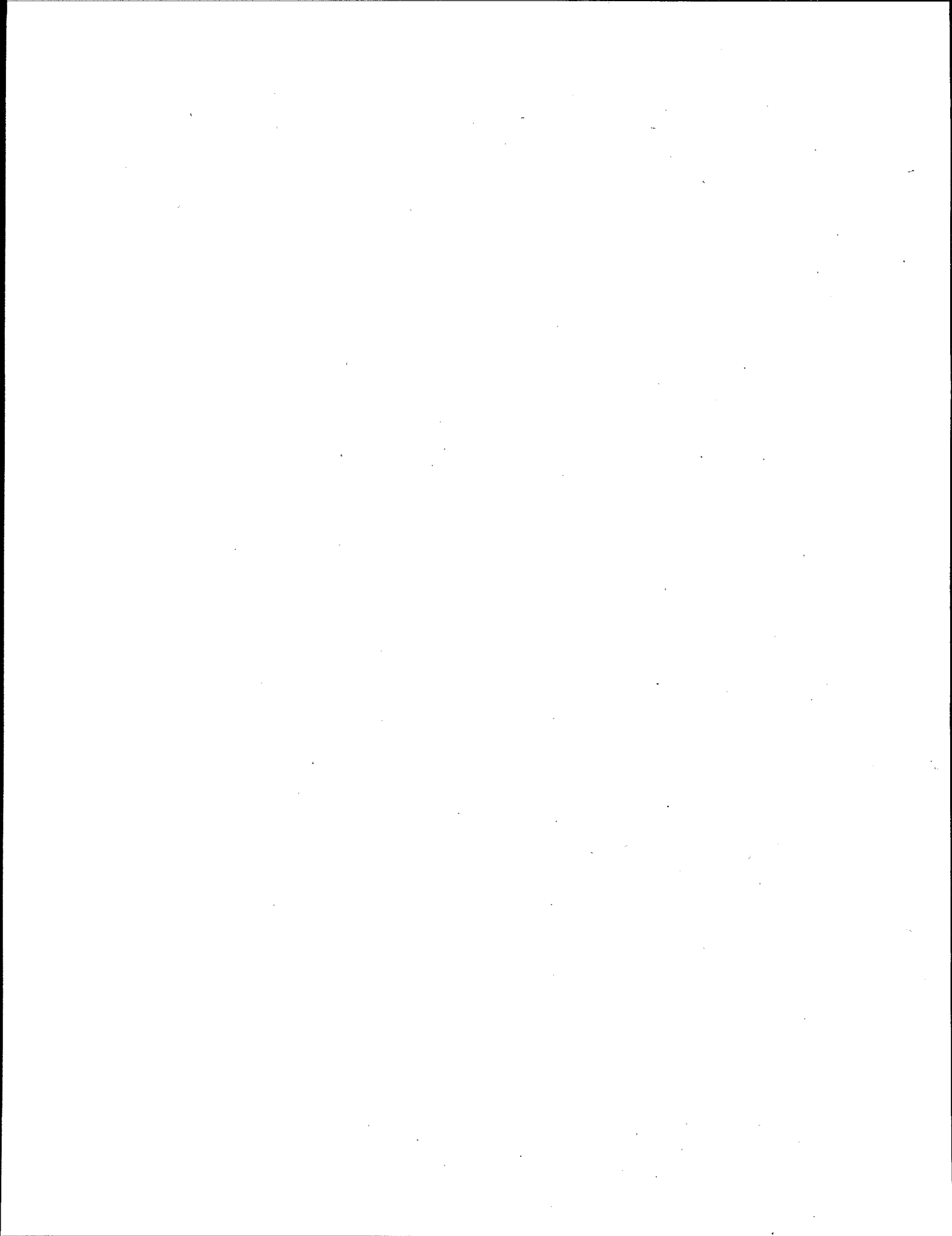
areas. Therefore, releases associated with a waste do not necessarily demonstrate that current waste management practices or regulations need to change. Conversely, the failure of a site to exhibit documented damages at present does not necessarily suggest that waste management has not or will not cause damage. The Agency, however, believes that information on dangers posed by past waste management practices is useful in demonstrating the potential for human health or environmental damages.

The extent to which the findings can be used to draw conclusions concerning the relative performance of waste management practices among states or across industry sectors is also severely limited by variations in recordkeeping, monitoring, and other state requirements. Recordkeeping and monitoring procedures vary significantly among the states. Several states have complete and up-to-date central enforcement or monitoring records on facilities that generate and manage non-hazardous industrial wastes. Where states have such records, information on releases may be readily available. Thus, states with the most complete and accessible monitoring information on non-hazardous industrial wastes may appear to have more releases than states with less centralized information management programs.

Stringent selection criteria. The Agency developed stringent selection criteria to help focus its data collection efforts and to avoid any misrepresentation of release incidents. By focusing solely on releases clearly associated with non-hazardous industrial waste management units, the Agency excluded numerous release incidents caused by accidental releases and spills of products. Although these incidents may have been caused by hazardous constituents similar to those managed in non-hazardous industrial waste management units, and may pose similar hazards, the Agency did not analyze these cases, largely because of the inability of RCRA to prevent product releases.

The Agency also excluded release incidents that could not be linked to specific facilities. Thus, cases of groundwater and surface water contamination caused by multiple facilities were excluded because the source of the releases could not be associated with specific facilities or waste management units.

The Agency also excluded numerous release incidents associated with facilities that manage hazardous, municipal, or special wastes in addition to non-hazardous industrial waste. Facilities that manage hazardous, municipal, or special wastes frequently co-dispose of their non-hazardous industrial wastes in the same or adjacent waste management units. Due to the close proximity of these different units, sampling results generally cannot identify the specific unit associated with the release. Thus, the Agency excluded cases where non-hazardous industrial waste was managed in the same or adjacent waste management units as hazardous, municipal, or special wastes, because the source of the release could not clearly be associated with the non-hazardous industrial waste.



CHAPTER 3. POTENTIAL GAPS ASSOCIATED WITH HAZARDOUS WASTE CHARACTERISTICS DEFINITIONS

This chapter examines how well the existing hazardous waste characteristics address the types of risk they were intended to address, that is, their target risks. It also addresses certain other or non-target risks that are closely associated with the definitions of the hazardous characteristics. This evaluation of potential gaps begins by examining the characteristics' definitions and test methods. This approach is used for two reasons. First, limitations in the characteristics' effectiveness in reducing their target risks may themselves constitute important potential gaps. When the characteristics were promulgated, the Agency identified physical hazards and acute toxic hazards during transport and disposal activities, along with chronic exposure to groundwater contaminated with specific waste constituents, as being among the most important waste management risks. Reducing these risks remains an important goal of the characteristics. Second, this analysis lays the groundwork for evaluating other potential gaps. Specifically, risk-based screening methods are used to evaluate non-target risks from non-ground-water pathways associated with the toxicity characteristic (TC) analytes. The findings of that analyses are used to identify potential gaps associated with a wider universe of known and possible non-hazardous industrial waste constituents, as discussed in Chapter 4.

This chapter revisits many of the assumptions and approaches used to develop the existing hazardous waste characteristics. The ignitability, corrosivity, and reactivity (ICR) characteristics are essentially unchanged since their initial promulgation in 1980. The TC characteristic was revised in 1990, but has not changed materially since then. Potential gaps in these characteristics may be identified if the state of knowledge about risks addressed by the characteristics has improved since the characteristics were promulgated; risks that were not specifically addressed may now be identified as more important, such as risks from releases to surface water, inhalation, and indirect pathways and ecological risks. In addition, the tests used to identify wastes with hazardous characteristics do not reliably identify all of the risks the characteristics were intended to address.

The following sections address these issues. Section 3.1 reviews the statutory and regulatory language related to the types of risks the hazardous waste characteristics were intended to address and discusses the major categories of waste management risks addressed and not addressed by the current characteristics. Sections 3.2 through 3.4 discuss potential gaps associated with the ignitability, corrosivity, and reactivity characteristics, respectively. In addition, a detailed comparison of the ICR characteristics can be found in Appendix C. Section 3.5 discusses the potential gaps associated with the toxicity characteristic, including updated risk information on the TC analytes. Section 3.6 evaluates the toxicity characteristic leaching procedure (TCLP) as a predictor of constituent releases and potential risk.

3.1 Types of Risks Addressed by RCRA Hazardous Waste Characteristics

3.1.1 Statutory and Regulatory Framework

The RCRA hazardous waste characteristics are a vital part of the comprehensive program of hazardous waste management established by Subtitle C of RCRA, as amended. Three provisions of the RCRA statute are particularly relevant to identifying and expanding the hazardous waste characteristics (and listing hazardous wastes).

- First, Section 1004(7) defines hazardous waste as "a solid waste, or combination of solid wastes, which because of its quantity, concentration, or physical, chemical, or infectious characteristics may (A) cause, or significantly contribute to an increase in mortality or an increase in serious irreversible, or incapacitating reversible, illness; or (B) pose a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported, or disposed of, or otherwise managed." This definition indicates the general types of risks that the hazardous waste management regulations are meant to address.
- Second, Section 3001(a) requires EPA to "develop and promulgate criteria for identifying the characteristics of hazardous waste, and for listing hazardous wastes, . . . taking into account toxicity, persistence, and degradability in nature, potential for accumulation in tissue, and other related factors such as flammability, corrosiveness, and other hazardous characteristics. Such criteria shall be revised from time to time as may be appropriate."
- Third, Section 3001(b) requires EPA to "promulgate regulations identifying the characteristics of hazardous waste, and listing particular hazardous wastes, . . . which shall be based on the criteria promulgated under [Section 3001(a)] and shall be revised from time to time thereafter as may be appropriate." The Section also requires EPA to "identify or list those hazardous wastes which shall be subject to the [hazardous waste regulations] solely because of the presence in such wastes of certain constituents (such as identified carcinogens, mutagens, or teratogens) at levels in excess of levels which endanger human health."

In response to the mandate of Section 3001(a), EPA promulgated two sets of criteria for identifying the characteristics of hazardous waste in 40 CFR 261.10(a). The first set of criteria reflects the statutory definition of hazardous waste and the types of risks that the characteristics are intended to address:

"(1) The solid waste may

- (i) cause, or significantly contribute to, an increase in mortality or an increase in serious irreversible, or incapacitating reversible, illness; or
- (ii) pose a substantial present or potential hazard to human health or the environment when it is improperly treated, stored, transported, disposed, or otherwise managed."

The second set of criteria considers implementation factors:

"(2) The characteristic can be

- (i) measured by an available standardized test method which is reasonably within the capability of generators of solid waste or private sector laboratories that are available to serve generators of solid waste; or

(ii) reasonably detected by generators of solid waste through their knowledge of their waste."

As stated in the May 19, 1980, final rule, EPA adopted the second set of criteria because the primary responsibility for determining whether wastes exhibit a characteristic rests with generators, for whom standard and available testing protocols are essential.¹ This Scoping Study addresses these criteria for the current characteristics in only a general way. The Agency, however, will carefully consider these factors when deciding the appropriate course of action for addressing any potential gaps in coverage that are identified in this Study.

The following sections review the nature of the risks to human health and environment potentially posed by non-hazardous industrial waste management. These risks are associated with physical hazards, acute toxic hazards to humans, chronic toxic hazards to humans, risk to non-human receptors, and other hazards. In the discussion below, risks addressed by the hazardous waste characteristics are distinguished from those risks not directly or adequately addressed. The purpose of this section is to develop a preliminary list of possible gaps in the characteristics. At this stage, few judgments are made as to the nature and severity of any potential gaps. Instead, the remainder of this Report investigates these potential gaps.

3.1.2 Risks Associated with Physical Hazards

Physical hazards include agents that cause direct physical harm such as thermal burns, wounds, contusions, or eye injuries, in contrast to agents causing harm through chemical burns or toxic effects. These hazards are controlled primarily through the ignitability, corrosivity, and reactivity (ICR) characteristics. EPA patterned these characteristics after similar regulations promulgated by the U.S. Department of Transportation, the National Fire Protection Association, and other organizations.

The ICR characteristics are intended primarily to protect waste management and transportation workers against hazards often associated with hazardous materials. These hazards include flammability, explosivity, and the propensity to react violently with other wastes, corrode containers, and directly injure skin and eyes during transport or management activities. In addition, these characteristics are intended to prevent the facilitated release and transport of hazardous waste constituents. For example, the corrosivity test is designed, in part, to identify wastes that, because of their acidity or basicity, may facilitate the solubilization of metals from wastes. This solubilization increases the potential impact of metals in groundwater, thereby increasing the likelihood of risks to human health via contaminated groundwater.

For the purposes of this Scoping Study, the question is: What physical risks may arise from the management of non-hazardous industrial wastes that are currently not covered by the characteristics? Several potentially significant physical risks are not effectively addressed by the hazardous characteristics. Some of the potential gaps arise from specific definitions of the ICR characteristics. These potential gaps, which are discussed in more detail in Sections 3.2 through 3.4, include:

- The lack of coverage of corrosive solids;
- The decision not to address liquids with moderate flash points;

¹ 45 *Federal Register* 33108-33110, May 19, 1980.

- Limitations in the test procedures prescribed for reactivity; and
- Potential limitations of pH as an adequate indicator of corrosivity.

These issues relate to protecting waste management and transportation workers from physical injuries, except where explosions or fire might release toxic particulates that could harm nearby residents. Physical hazards to residents near management facilities are not considered, based on the assumption that the general public has limited access to non-hazardous industrial waste management facilities.

Other physical concerns relate to facilitated pollutant transport. For example, the corrosivity characteristic was not intended to address corrosion to liners or any materials other than steel or to prevent facilitated transport of organic chemicals through solubilization in discarded solvents. EPA considered, and decided to omit, a "solvent override" provision in the 1990 TC rule that would have classified as hazardous wastes with more than a specified concentration of hazardous organic solvents. The Agency, however, left open the possibility that such a provision could be reconsidered if additional data warrant it.² A related issue is the potential formation of dense and light non-aqueous phase liquids (DNAPLs and LNAPLs). They are a potential concern both because they may facilitate pollutant transport and they have the potential for damaging groundwater resources and generating high remediation costs. Section 4.4 discusses the issue of DNAPL and LNAPL formation.

3.1.3 Acute Toxic Hazards to Humans

The hazardous waste characteristics address some potential health risks from acute exposures to toxic chemicals. They limit the potential for release of toxic chemicals during transportation, storage, treatment, and disposal and resulting from fires, explosions, or violent reactions. There are no specific quantitative benchmarks that define acceptable acute exposure limits, however. The main focus of the ICR characteristics is on protecting workers, although the general public is implicitly protected under the assumption that protecting on-site workers would protect more distant resident populations as well. Sections 3.2 through 3.4 discuss potential gaps in the ICR characteristics.

The characteristics were not intended to protect against other acute systemic toxicity hazards. Direct contact with a waste, in theory, could result in the absorption of an acutely toxic dose of a waste constituent from a non-corrosive waste. The Agency, however, considered this scenario to be highly improbable for non-hazardous industrial waste mismanagement. Similarly, acute exposures via contaminated surface or groundwater are possible, but were considered much less likely to be important than chronic toxicity under most circumstances. Because the TC focuses on the groundwater pathway, with the attendant long-term transport and dilution of pollutants, EPA assumed that chronic exposures would be dominant in determining the potential for adverse health effects. Section 3.5.6 discusses the potential for acute adverse effects of exposure to the TC analytes and Section 4.6 addresses acute risks from non-TC constituents.

3.1.4 Chronic Toxicity Risks to Humans

As noted above, EPA intended the TC to be the major vehicle for controlling chronic health risks, although the reactivity and corrosivity characteristics also were intended to prevent releases that facilitate exposure to waste constituents. Although RCRA Section 3001 identifies a range of types of toxic effects of concern (toxicity, carcinogenicity, mutagenicity, and teratogenicity), the implementation of the TC is limited to 40 chemicals for which toxicity and groundwater fate and

² 55 *Federal Register* 11809, March 29, 1990.

transport data were available when the Agency revised the characteristic in 1990. In addition, the levels of protectiveness achieved by the TC leachate concentration standards were determined using fate and transport models and assumptions that were current at the time. To the extent that the toxicity data and groundwater fate and transport models have changed or improved in the six years since the TC was promulgated, its expected level of protectiveness may also have changed. Section 3.5 discusses in detail potential gaps associated with the level of protectiveness of the TC in light of recent advances in toxicology and groundwater modeling.

The TC was not intended to address several potentially important risks. These risks have been identified as significant contributors to risks from some hazardous waste constituents and management technologies, and might apply to non-hazardous industrial waste management as well. Probably the most important risks potentially not directly addressed by the TC are associated with exposure pathways other than groundwater. The TC did not attempt to address these risks because groundwater was thought to be the dominant risk pathway for waste management. Upon re-examining potential non-hazardous industrial waste management and mismanagement scenarios, however, EPA recognizes that other pathways also may be important.

One pathway not directly addressed by the TC is the direct inhalation of volatile or particulate-bound waste constituents to air from waste management units during normal operation or after closure. Such exposures to on-site workers and off-site receptors through direct inhalation may be significant for some constituents. Other potentially important pathways include the surface water pathway and "indirect" pathways arising from air releases (e.g., air deposition to crops), runoff, and the discharge of contaminated groundwater to surface water. Also, bioaccumulation of certain contaminants in aquatic and/or terrestrial food chains could result in human exposures through the consumption of contaminated fish, shellfish, livestock, and game animals. In Section 3.5, a screening-level risk assessment and other information clarify the significance of these pathways for the TC analytes. Chapter 4 extends the screening-level analysis to non-TC constituents.

3.1.5 Risks to Non-Human Receptors

Neither the TC nor the ICR characteristics were established specifically to reduce risks to non-human receptors. Such risk reduction, to the extent that it occurs, is a byproduct of the control of human health risks. For example, by preventing pollutant releases from fires and explosions or reducing pollutant transport, the characteristics protect the environment as well as human health. The quantitatively-defined levels of protection incorporated into the TC leachate concentration limits were based on human toxicity considerations; they do not consider toxicity to non-human receptors. While the exposure levels accepted as protective of human health may be generally protective of wildlife populations, notable exceptions arise both from the ecotoxicological properties of some chemicals and from differences between human and non-human receptor exposure patterns.

The question therefore can be asked: To what extent is the TC protective of ecological receptors? As in the case of human health risks, the TC does not directly protect against risks from chemicals not on the TC list. Similarly, it is not clear how protective the existing TC levels are for the various exposure pathways that are most important for aquatic and terrestrial receptors. In the case of ecological receptors, as is the case for human health, both direct and indirect exposure pathways may be significant. These issues are addressed in more detail in Section 3.5 and Chapter 4 of this report.

3.1.6 Other Risks Associated with Non-Hazardous Industrial Waste Management

In establishing the existing hazardous waste characteristics, the Agency focused exclusively on human health risks directly associated with local effects of accidents and on chemical contamination of the environment in the near vicinity of the management units. In Chapter 5 of this study, EPA has taken a broader view, and has expanded the scope of the risk identification to include risks other than those originally considered, even indirectly, in establishing the hazardous waste characteristics. These additional categories of risks include damages to natural resources and contributions to large-scale environmental problems.

Non-hazardous industrial waste management has the potential to adversely affect the value or utility of natural resources, such as wetlands, groundwater, and air, without posing human health risks. For example, releases from non-hazardous industrial waste management units have polluted previously usable groundwater with constituents generally not considered toxic, such as iron, manganese, chloride, and total dissolved solids. The regulatory criteria violated by these releases, such as Secondary Maximum Concentration Levels (SMCLs) developed under the Safe Drinking Water Act, are not directly health-related, but relate instead to the aesthetic properties or usability of the water. Therefore, even though no health risk is predicted, the water is rendered unusable and the environment is thereby damaged. Similarly, odor from non-hazardous industrial waste management may be seen as an air resource damage, reducing the quality of life for affected individuals, even in the absence of direct health effects.

The last category of risks are associated with the possible contribution of non-hazardous industrial waste management to large-scale environmental problems, including:

- Air deposition to the Great Waters;
- Damages from airborne particulates;
- Global climate change;
- Potential damages from endocrine disruptors;
- Red tides;
- Stratospheric ozone depletion;
- Tropospheric ozone and photochemical air pollution; and
- Water pollution.

The possible relationship between non-hazardous industrial waste management and these risks is less clear than for the previously identified risks.

As summarized in Exhibit 3-1, Section 3.1 has presented an intentionally broad inventory of potential risks to human health and the environment associated with the management of non-hazardous industrial wastes not currently identified as hazardous. This list provides a catalogue of risks for evaluation against the existing characteristics in the rest of this chapter and the following chapters.

Exhibit 3-1. Risks Potentially Associated with Non-Hazardous Industrial Waste Management

Types of Risks	Risks Intended to be Addressed By Characteristics	Risks Not Intended to be Addressed by Characteristics
Physical Hazards	<ul style="list-style-type: none"> • Burns and injuries to waste management and transportation workers from fire, explosions, and violent reactions • Skin, eye injury from direct contact with corrosive substances (workers) • Facilitated transport of chemicals (primarily inorganics) in groundwater 	<ul style="list-style-type: none"> • Physical injuries to the general public • Facilitated transport of organics from solubilization • DNAPL/LNAPL generation
Acute Toxicity Risks to Humans	<ul style="list-style-type: none"> • Adverse effects from inhalation of toxic gases and particulates (workers) 	<ul style="list-style-type: none"> • Inhalation of toxic gases and particulates by public • Acute health risks from other exposure pathways (direct contact, ingestion of contaminated water or food)
Chronic Toxicity Risks to Humans	<ul style="list-style-type: none"> • Risks of cancer and non-cancer effects from consumption of groundwater contaminated by TC constituents (public) 	<ul style="list-style-type: none"> • Chronic health risks to workers • Chronic risks from exposures to non-TC chemicals (public and workers) • Chronic risks associated with non-groundwater pathways: <ul style="list-style-type: none"> -- inhalation of volatilized materials and particulates other than those released from fire or explosion -- ingestion of surface water contaminated by runoff or groundwater discharge -- risks to public from direct contact with waste, contaminated soil, and in direct pathways (ingestion of contaminated crops, fish, game) • Risks from specific types of toxins: <ul style="list-style-type: none"> -- reproductive toxins -- endocrine disruptors
Toxic Risks to Nonhuman Receptors	--	<ul style="list-style-type: none"> • Aquatic toxicity • Toxicity to terrestrial organisms • Sediment toxicity • Bioaccumulation/biomagnification • Groundwater exposure

Exhibit 3-1 (continued)

Types of Risks	Risks Intended to be Addressed By Characteristics	Risks Not Intended to be Addressed by Characteristics
Other Risks	--	<ul style="list-style-type: none">• Damages to groundwater, surface water, and air affecting their usability or quality• Non-hazardous industrial waste management contribution to large-scale environmental problems, such as air deposition to the Great Waters, damages from airborne particulates, global climate change, potential damages from endocrine disruptors, red tides, stratospheric ozone depletion, tropospheric ozone and photochemical air pollution, and water pollution.

3.2 Ignitability Characteristic

This section describes potential gaps related to the definition of the RCRA ignitability characteristic and its test methods. The basic approach taken in identifying potential gaps for ignitability as well as for corrosivity and reactivity was to review the original 1980 rulemaking record and to compare the characteristic to approaches taken to controlling similar hazards under other regulatory schemes, including the U.S. Department of Transportation's (DOT's) hazardous materials regulations, the U.S. Occupational Safety and Health Administration's (OSHA's) worker health hazards standards, and state hazardous waste management standards.

3.2.1 Definition of Ignitability

The ignitability characteristic is intended to "identify wastes capable of causing fires during routine transportation, storage and disposal, and wastes capable of exacerbating a fire once started." These risks include generally recognized fire hazards to waste management and transportation workers, such as burns and inhalation smoke or fumes, and the potential generation and facilitated transport in air of toxic particulates and fumes that could harm the general public. According to 40 CFR 261.21, a solid waste exhibits the characteristic of ignitability if a representative sample of the waste has any of the following properties:

- Is a liquid, other than an aqueous solution containing less than 24 percent alcohol by volume and has flash point less than 60°C (140°F), as determined by:
 - A Pensky-Martens Closed Cup Tester, using the test method specified in ASTM Standard D-93-79 or D-93-80 (incorporated by reference, see § 260.11),

- A Setaflash Closed Cup Tester, using the test method specified in ASTM standard D-3278-78 (incorporated by reference, see § 260.11), or
- An equivalent test method approved by the Administrator under procedures set forth in §§ 260.20 and 260.21;
- Is not a liquid and is capable, under standard temperature and pressure, of causing fire through friction, absorption of moisture or spontaneous chemical changes and, when ignited, burns so vigorously and persistently that it creates a hazard;
- Is an ignitable compressed gas as defined in 49 CFR 173.300 and as determined by the test methods described in that regulation or equivalent test methods approved by the Administrator under §§ 260.20 and 260.21; or
- Is an oxidizer as defined in 49 CFR 173.151.

3.2.2 Potential Gaps Related to Definition of Ignitability

Liquids with flash point at or above 140°F not covered. The RCRA ignitability characteristic includes liquid wastes with flash point less than 60°C (140°F). When promulgating the original characteristic, EPA acknowledged choosing a definition for ignitable liquid wastes that excluded some potential wastes that would meet the definition of hazardous materials under DOT regulations. The DOT definition of flammable liquid includes liquids with flash point not more than 60.5°C (141°F), or any material in liquid phase with a flash point at or above 37.8°C (100°F)

that is intentionally heated and offered for transportation or transported at or above its flash point in a bulk packaging. The DOT definition of combustible liquid includes liquids with flash point above 60.5°C (141°F) and below 93°C (200°F). Thus, the RCRA ignitability characteristic covers wastes that would be classified as DOT flammable liquids, but not DOT combustible liquids. Consistent with DOT regulations, OSHA includes such "combustible" liquids in its definition of *health hazard*, and Rhode Island regulates them as hazardous wastes.

Potential Ignitability Gaps

- Excludes DOT Combustible Liquids (liquids with flash point above 140 but below 200 degrees Fahrenheit)
- Excludes Aqueous Flammable Liquids (alcohol solutions of concentrations < 24 percent) that are capable of flashing, but not supporting combustion
- References outdated DOT Regulations
- No test methods for non-liquids

In a background document supporting the promulgation of the original characteristics,³ EPA stated that the RCRA ignitability flash point limit of 140°F reflects conditions likely to be encountered during routine waste management. In support of this conclusion, the Agency referenced seven studies documenting temperatures and conditions at waste management units. The information available to the Agency at the time was limited, however. Furthermore, two of these studies reported temperatures of

³ U.S. Environmental Protection Agency, Office of Solid Waste, Background Document: Resource Conservation and Recovery Act, Subtitle C -- Identification and Listing of Hazardous Wastes, Section 261.21- Characteristics of Ignitability, May 2, 1980, p. 10-11.

greater than 140°F. One study reported temperatures of approximately 160°F near the surface of a landfill, noting that aerobic conditions near the surface of landfills often result in relatively high temperatures.

Data are still limited regarding whether temperatures greater than 140°F are encountered during non-hazardous industrial waste management, in what situations and how frequently this occurs, and what maximum temperatures are reached (particularly in hotter regions of the nation). One relevant issue is whether temperatures exceeding 140°F may be encountered during mismanagement (as opposed to routine waste management). Examples of possible mismanagement scenarios for ignitable wastes include:

- Wastes stored in closed, heat-containing facilities (e.g., metal sheds, upper floor warehouse spaces, or metal trucks) in hot climates and/or sunlight; and
- Wastes mixed in waste management units in a manner that might generate heat through chemical reactions, especially in the presence of hot climate or sunlight.

No information is readily available regarding the universe of "combustible" industrial wastes currently being managed as non-hazardous. Nevertheless, some liquid materials with flash points generally in this range can be identified, as shown in Exhibit 3-2. Examples include certain alcohols, low molecular weight esters, ethylene glycol ethers, kerosene, jet fuels, certain petroleum byproducts, many "tints and paints," and individual chemicals including benzaldehyde, benzonitrile, and bromobenzene. If these materials are disposed of or are present in wastes, the wastes may be combustible, in spite of not being hazardous by the ignitability characteristic. In addition, mixtures of materials of differing flash points may fall into this category.

Exclusion for aqueous liquids containing less than 24 percent alcohol may warrant reexamination. At the time of the original rulemaking, some commenters argued that liquid wastes such as wine and some latex paints that exhibit low flash points because of their alcohol content do not sustain combustion because of the high percentage of water and therefore should not be designated as characteristically hazardous waste. EPA agreed and excluded from the ignitability characteristic aqueous solutions containing less than 24 percent of alcohol by volume. A similar exclusion is found in DOT regulations. EPA stated that it hoped "to undertake further study to determine whether another exclusion limit is more appropriate and to evaluate tests which might be capable of identifying wastes which exhibit this phenomenon."⁴ EPA also intended to evaluate possible supplemental test methods to evaluate flammability hazards for these types of wastes.

The exclusion for aqueous liquids containing alcohol has caused confusion during implementation and enforcement concerning whether it applies only to ethanol or more broadly to all alcohols. The exclusion also focuses on aqueous alcohol solutions, rather than on the underlying target of liquids with low flash points that do not sustain combustion. (Tests for sustained combustion are now available: ASTM has methods D-4206 and D-4207.) In addition, the rationale that certain liquids should not be considered ignitable if they do not sustain combustion may not be valid where an excluded aqueous solution could flash and ignite a co-managed non-hazardous waste that would sustain combustion.

⁴ 45 *Federal Register* 33108.

Exhibit 3-2
Materials Formerly Classified by DOT as Combustible Liquids
(which generally are not RCRA ignitable)

"Adhesive"	Ethylhexaldehyde
Alcoholic beverage	Ethyl lactate
"Alcohol, n.o.s."	Ethyl silicate (tetraethyl orthosilicate)
"Asphalt, cut back"	Formaldehyde solution (flash point $\leq 141^{\circ}\text{F}$ in containers > 110 gal.)
Benzaldehyde	Formaldehyde solution (flash point $> 141^{\circ}\text{F}$ in containers > 110 gal.)
Benzonitrile	"Fuel, aviation, turbine engine"
Bromobenzene	Fuel oil
Camphor oil	"Fuel oil (No. 1, 2, 4, 5, or 6)"
CEMENT (liquid)	Furfural
"Chlordane, liquid"	"Gas drips, hydrocarbon"
Coal tar distillates	Ink
"Compound, cleaning, liquid"	"Insecticide, liquid, n.o.s."
"Compounds, tree or weed killing, liquid"	Kerosene
"Cosmetics, n.o.s."	"Mercaptan mixture, aliphatic (in containers > 110 gal.)"
"Crude oil, petroleum"	Methyl amyl ketone
Decahydronaphthalene	Naphtha
Diacetone alcohol	"Oil, described as oil, Oil, n.o.s., Petroleum oil"
Diesel fuel	Paint
Diisobutyl ketone	Paint related material
"Disinfectant, liquid, n.o.s."	Petroleum distillate
"Driers, paint or varnish, liquid, n.o.s."	Petroleum naphtha
"Drugs, n.o.s."	"Petroleum oil, n.o.s., See oil"
Ethyl butyl acetate	Pine oil
Ethyl chloroacetate	"Sodium methylate, alcohol mixture"
Ethylene glycol monoethyl ether ("Cellosolve")	Turpentine
Ethylene glycol monoethyl ether acetate ("Cellosolve acetate")	
Ethylene glycol monomethyl ether ("methyl Cellosolve")	
Ethylene glycol monomethyl ether acetate ("methyl Cellosolve acetate")	

Source: Suspect Chemicals Handbook, 1988.

n.o.s. = not otherwise specified.

Note: Current DOT Hazardous Materials Table in 49 CFR 172.101 does not distinguish combustible liquids from flammable liquids. The above list was taken from a 1987 version of DOT regulations that classified some materials as combustible liquids. This list is intended to provide examples of materials "that may be combustible (i.e., liquids with $141^{\circ}\text{F} < \text{flash point} < 200^{\circ}\text{F}$)."

References to DOT regulations are outdated. The ignitability characteristic refers to a DOT definition of ignitable compressed gas (49 CFR 173.300) that has been withdrawn. Current DOT regulations at 49 CFR 173.115 define *flammable gas*, which is any material that is a gas at 20°C (68°F) or less and 101.3 kPa (kilopascals equal to 14.7 pounds per square inch) of pressure. The complete definition includes any material that has a boiling point of 20°C (68°F) or less at 101.3 kPa (14.7 psi) that (1) is ignitable at 101.3 kPa (14.7 psi) when in a mixture of 13 percent or less by volume with air; or (2) has a flammable range at 101.3 kPa (14.7 psi) with air of at least 12 percent regardless of the lower limit. Likewise, the term *oxidizer* is no longer defined at 49 CFR 173.151. It is now found at 49 CFR 173.127. These out-of-date citations constitute a potential gap because they may cause regulatory confusion and misinterpretation and thereby may impede efficient and effective compliance and enforcement.

3.2.3 Potential Gaps Related to Ignitability Test Methods

No test method is specified for non-liquids. The ignitability characteristic does not specify a test method for non-liquid wastes. In a background document supporting the original rulemaking, EPA stated that non-liquid wastes may present a hazard by virtue of their capacity to ignite and burn as a result of friction, moisture absorption, or spontaneous reaction under the normal temperatures and pressures encountered in waste management.⁵ The Agency noted that such wastes are akin to reactive wastes and can directly injure workers or others as a result of fire, induced explosions, or induced generation of toxic gases at almost any point in the waste management process. Examples of potential ignitable non-liquid wastes include soils highly contaminated with gasoline or other ignitable substances and sorbents used to cleanup spills of ignitable substances.

In explaining the final rulemaking, the Agency stated that, although "EPA would have preferred providing a test method for identifying ignitable solids, it has determined . . . that there are no test methods capable of accurately identifying the small class of ignitable solids to which its regulation is directed. EPA is presently working with the Department of Transportation and other organizations to correct this deficiency."⁶ Since then, EPA has identified a test method that may be suitable for identifying ignitable solids. Method 1030 ("Ignitability of Solids") has been proposed for inclusion in the Third Edition of the EPA test methods manual "Test Methods for Evaluating Solid Waste, Physical/Chemical Methods," EPA Publication SW-846.⁷ The method is appropriate for pastes, granular materials, solids that can be cut into strips, and powdery substances.

3.3 Corrosivity

3.3.1 Definition of Corrosivity

According to 40 CFR 261.22, a solid waste exhibits the characteristic of corrosivity if a representative sample of the waste has either of the following properties:

- Is aqueous and has a pH less than or equal to 2 or greater than or equal to 12.5, as determined by a pH meter using Method 9040 in "Test Methods for

⁵ Background Document, supra footnote 2, p. 14.

⁶ 45 *Federal Register* 33108.

⁷ 60 *Federal Register* 37974, July 25, 1995.

the Evaluation of Solid Waste, Physical/Chemical Methods," incorporated by reference in § 260.11; or

- Is a liquid and corrodes steel (SAE 1020) at a rate greater than 6.35 mm (0.250 inch) per year at a test temperature of 55°C (130°F) as determined by the test method specified in NACE (National Association of Corrosion Engineers) Standard TM-01-69 as standardized in "Test Methods for the Evaluation of Solid Waste, Physical/Chemical Methods," EPA Publication SW-846, as incorporated by reference in § 260.11.

The first part of this definition encompasses wastes exhibiting low or high pH, which "can cause harm to human tissue, promote the migration of toxic contaminants from other wastes, react dangerously with other wastes, and harm aquatic life." Specifically, the Agency identified skin and eye damage to transporters who are directly exposed to the waste as a primary focus of this characteristic. The pH limits also were intended to address the potential solubilization of heavy metals allowing migration to groundwater, reactions with incompatible wastes resulting in fires, explosions, generation of flammable or toxic gases, generation of pressure inside vessels, and the dispersal of toxic vapors, mists, and particulates.

The other part of the corrosivity characteristic relates to the corrosivity of waste to steel containers. The Agency identified this aspect of corrosivity as a hazard because "wastes capable of corroding metal can escape from the containers in which they are segregated and liberate other wastes." The consequences of liberating wastes from containers during transportation or storage include harm from direct contact, violent reactions, and the release of waste components to the environment.

3.3.2 Potential Gaps Related to Definition of Corrosivity

Non-liquids are not covered. The current RCRA corrosivity characteristic is limited to liquids. Other regulatory programs, however, also cover corrosive non-liquids. For example:

- DOT regulates corrosive liquids and solids as hazardous materials;
- The OSHA definition of health hazard includes all corrosives regardless of physical form;
- The Basel Convention definitions of hazardous materials are not limited to liquids; and
- At least four states (California, New Hampshire, Rhode Island, and Washington) include non-aqueous wastes in their definitions of corrosivity. New Hampshire and Rhode Island specifically include corrosive gases as well as corrosive solids.

Potential Corrosivity Gaps

- Excludes corrosive non-liquids
- pH limits may not effectively protect against some types of injury
- Corrosion to materials other than steel is not directly addressed
- Solubilization of non-metals (e.g., by organic solvents) is not addressed
- Excludes irritants and sensitizers
- pH test methods may not accurately predict hazards

The states that include non-liquids in their corrosivity characteristics specify mixing the non-aqueous waste with water and then testing for pH. The rationale for this approach is that the waste is likely to come into contact with water during land-based management. In addition, EPA has developed Method 9045 (Soil and Waste pH), which can be used to test some corrosive solid wastes. Finally, Method 1120 (Dermal Corrosion) may be applied to solids, liquids, and emulsions (see additional discussion below under "potential gaps related to corrosivity test methods").

pH limits may not cover some hazards. EPA originally proposed pH limits of 12.0 or greater and 3.0 or less, and a majority of commenters argued that these limits were too stringent. The commenters argued that the limit of 12.0 or greater would regulate as hazardous many lime-stabilized wastes and sludges, thereby discouraging use of a valuable treatment technique, and that the pH limit of 3.0 or less would regulate a number of substances generally thought to be innocuous (e.g., cola drinks) and many industrial wastewaters prior to neutralization. EPA agreed with these commenters and promulgated pH limits of 12.5 or greater and 2.0 or less in the 1980 final rule.

The more stringent proposed pH limits were based on studies of eye tissue damage. These studies indicated that pH extremes above 11.5 and below 2.5 generally are not tolerated by human corneal tissue.⁸ EPA decided that basing pH limits on eye tissue damage was unnecessarily conservative. Thus, eye damage is a hazard not fully addressed by the corrosivity characteristic.

The corrosivity characteristic also was intended to prevent harm to ecological receptors caused by the release of hazardous wastes with high- or low-pH. In discussing aquatic life in the original background document,⁹ EPA noted that the optimum pH range for freshwater fish is 6.5 to 9.0 and that an increase or decrease of 2 pH units beyond the optimum range causes severe effects. Levels of pH of 11.0 or greater and 3.5 or less are fatal to all species of fish. EPA also noted that altering surface water pH can reduce the productivity of food organisms essential to fish and wildlife. The pH limits of the corrosivity characteristic (2.0 and 12.5) are well beyond the safe range for aquatic life, but wastes presumably would be significantly diluted before the point of exposure to aquatic life. EPA did not conduct a risk assessment of such potential hazards (e.g., modeling the pathway of waste released to surface water and exposure to aquatic life) and thus it is not known under what circumstances high- or low-pH wastes could cause harm to aquatic receptors.

Corrosion of materials other than steel is not directly addressed. In the second part of the corrosivity characteristic, EPA uses steel corrosion as an indicator of corrosivity. EPA adopted this aspect of corrosivity because "wastes capable of corroding metal can escape from the containers in which they are segregated and liberate other wastes."¹⁰ EPA adopted DOT's corrosion standard, noting that the rate at which a waste corrodes a material commonly used in container construction (low carbon steel) is a suitable measure of its hazardousness.

⁸ U.S. Environmental Protection Agency, Office of Solid Waste, Background Document: Resource Conservation and Recovery Act, Subtitle C-Identification and Listing of Hazardous Wastes, Section 261.22-Characteristic of Corrosivity, May 2, 1980, p. 5.

⁹ Id., pp. 9-10.

¹⁰ 45 *Federal Register* 33109.

The reliance on the steel corrosion rate may create a potential gap if there are plausible mismanagement scenarios where wastes are stored, transported, or disposed in containers made from materials more easily corroded than low carbon steel (e.g., plastic by organic solvents) or are disposed in solid waste management units lined with materials such as clay or synthetics. Also, there may be a potential gap in the characteristic if waste management scenarios result in conditions where wastes are subject to higher temperatures than the 130°F test temperature.

Solubilization of hazardous constituents. The corrosivity characteristic also was intended to address the potential for high- and low-pH materials to solubilize potentially toxic waste constituents. EPA offers the example that a drop in pH from 4.0 to 2.0 increases the solubility of red mercury oxide or chromium hydroxide in water approximately 100 times.¹¹ The general concern is for inorganic ions that may be converted to more soluble species. This characteristic does not address the potential solubilization of organic constituents by organic liquids such as solvents, nor does it address the formation of non-aqueous phase liquids (NAPLs) by such materials. EPA considered including a solvents "override" in the TC characteristic,¹² but did not do so. The solvents override would have caused wastes with high concentrations of solvents to be classified as hazardous on the basis of potential NAPL formation. The issue of NAPL formation is discussed in more detail in Chapter 5.

Lack of coverage of sensitizers and irritants. At least two types of materials that may pose potential hazards to humans through direct contact are not included in the corrosivity characteristic or any other characteristic: irritants and sensitizers. OSHA includes irritants in its definition of *health hazard* and defines *irritant* as a material that is not corrosive, but which causes a reversible inflammatory effect on living tissue by chemical action at the site of contact. A chemical is a skin irritant if, when tested on the intact skin of albino rabbits by the methods of 16 CFR 1500.41 for four hours exposure or by other appropriate techniques, it results in an empirical score of five or more. A chemical is an eye irritant if so determined under the procedure listed in 16 CFR 1500.42 or other appropriate techniques. (See 29 CFR 1910.1200.)

OSHA also includes sensitizers in its definition of health hazard. A *sensitizer* is defined as a material that causes a substantial proportion of exposed people or animals to develop an allergic reaction in normal tissue after repeated exposure to the chemical. (See 29 CFR 1910.1200.)

This analysis did not identify any specific non-hazardous industrial wastes that are irritants or sensitizers. Irritants and sensitizers, however, are common categories of materials and these properties are often identified in laboratory testing of materials. A major issue regarding this potential gap is whether any irritants and/or sensitizers pose a hazard in wastes that reaches the statutory level of hazard intended to be covered by RCRA Subtitle C.

¹¹ Ibid, p. 6.

¹² 55 *Federal Register* 11809, March 29, 1990.

3.3.3 Potential Gaps Related to Corrosivity Test Methods

Use of pH as an indicator has limitations. EPA chose pH as a measure of corrosivity because "wastes exhibiting low or high pH can cause harm to human tissue, promote the migration of toxic contaminants from other wastes, react dangerously with other wastes, and harm aquatic life."¹³ The ability of some substances to damage human tissue, however, may not be adequately indicated by a pH measurement. Other regulatory and advisory bodies (e.g., DOT, OSHA, Basel Convention) use criteria based on full thickness destruction of human skin.

Since the original rulemaking in 1980, Method 1120 (Dermal Corrosion) has been developed commercially. The dermal corrosion assay system is an *in vitro* test method which determines the corrosive potential of a substance toward human skin. It can be used to test liquids (aqueous or non-aqueous), solids (water soluble or insoluble), and emulsions. Method 1120 is essentially the same method that DOT uses. It replaced previous tests (e.g., Draize test) that used live animals with a test that uses a proprietary synthetic pig collagen material.

3.4 Reactivity

3.4.1 Definition of Reactivity

The reactivity characteristic is "intended to identify wastes, which because of their extreme instability and tendency to react violently or explode, pose a problem at all stages of the waste management process." This characteristic was intended to reduce physical risks to transportation and disposal workers and to avoid incidents that could result in the release of toxic constituents into the air consequent to an explosion or violent reaction. 40 CFR 261.23 states that a solid waste exhibits the characteristic of reactivity if a representative sample of the waste has any of the following properties:

- Is normally unstable and readily undergoes violent change without detonating;
- Reacts violently with water;
- Forms potentially explosive mixtures with water;
- When mixed with water, generates toxic gases, vapor, or fumes in a quantity sufficient to present a danger to human health or the environment;
- Is a cyanide or sulfide bearing waste which, when exposed to pH conditions between 2 and 12.5 can generate toxic gases, vapors or fumes in a quantity sufficient to present a danger to human health or the environment;
- Is capable of detonation or explosive reaction if it is subjected to a strong initiating source or if heated under confinement;

¹³ 45 *Federal Register* 33109.

- Is readily capable of detonation or explosive decomposition or reaction at standard temperature and pressure; or
- Is a forbidden explosive as defined in 49 CFR 173.51, or a Class A explosive as defined in 49 CFR 173.53 or a Class B explosive as defined in 49 CFR 173.88.

3.4.2 Potential Gaps Related to Definition of Reactivity

The Definition is broad and lacks specificity. In discussing the reactivity characteristic in the 1980 final rule, EPA stated that "the definition was intended to identify wastes which, because of their extreme instability and tendency to react violently or explode, pose a problem at all stages of the waste management process."¹⁴ EPA noted that the reactivity characteristic encompasses a diverse class of physical properties and effects and overlaps somewhat with the ignitability characteristic.

Potential Reactivity Gaps

- Broad, non-specific definitions
- References outdated DOT regulations
- No test methods specified

Some commenters argued that the definition was vague. They advocated using a quantitative definition accompanied by testing protocol(s). EPA responded that "the prose definition should provide generators with sufficient guidance to enable them to determine whether their wastes are reactive."¹⁵ EPA argued that most generators whose wastes are dangerous because they are reactive are well aware of this property and such wastes usually are generated from reactive feedstocks and/or processes producing reactive products or intermediates. EPA further stated that problems posed by reactivity appeared to be confined to a fairly narrow category of wastes.

Theoretically, the reactivity characteristic could be clarified and made consistent with other programs (especially DOT) by developing more specific definitions of general terms such as "normally unstable," "violent change," "potentially explosive," "reacts violently with water," "readily capable of detonation," and so forth. Other programs include more specific definitions. For example, as shown in Exhibit 3-3, DOT has adopted definitions of *spontaneously combustible material* and *dangerous when wet material*, which could be used to clarify the RCRA characteristic. Specifically, DOT identifies an ignition time and violent reaction rate. Likewise, OSHA defines *pyrophoric*, *unstable reactive*, and *water reactive*, specifying reactive conditions such as shocks, pressure, and temperature which define the characteristic. The Basel Convention also defines similar terms.

References to DOT regulations are outdated. Forbidden explosive are no longer defined in 49 CFR 173.51. The current DOT regulations define forbidden explosives at 49 CFR 173.54. Other explosives are defined at 49 CFR 173.50. 49 CFR 173.88 no longer exists.

¹⁴ 45 Federal Register 33109.

¹⁵ 45 Federal Register 33110.

Exhibit 3-3
Other Definitions of Reactivity

DOT (49 CFR 173.124)

Spontaneously combustible material is a pyrophoric material, that is a liquid or solid that, even in small quantities and without an external ignition source, can ignite within five minutes after coming in contact with air.

A *self-heating material* is a material that, when in contact with air and without an energy supply, is liable to self-heat.

A *dangerous when wet material* is a material that, by contact with water, is liable to become spontaneously flammable or to give off flammable or toxic gas at a rate greater than 1 liter per kilogram of the material, per hour.

OSHA (29 CFR 1910.1200)

A *pyrophoric chemical* is a chemical that will ignite spontaneously in air at a temperature of 130°C or below.

An *unstable reactive chemical* is a chemical that in the pure state, or as produced or transported, will vigorously polymerize, decompose, condense, or will become self-reactive under conditions of shocks, pressure or temperature.

A *water reactive chemical* is a chemical that reacts with water to release a gas that is either flammable or presents a health hazard.

Basel Convention Characteristic

An *explosive* is a solid or liquid capable by chemical reaction of producing gas at such a temperature and pressure and at such speed as to cause damage to the surroundings.

Substances or wastes liable to spontaneous combustion are liable to spontaneous heating under normal conditions encountered in transport, or to heating upon contact with air, and being then liable to catch on fire.

Substances or wastes which, in contact with water, emit flammable gases are substances or wastes, which by interaction with water, are liable to become spontaneously flammable or to give off flammable gases in dangerous quantities.

Substances or wastes that cause liberation of toxic gases in contact with air or water are substances or wastes that, by interaction with air or water, are liable to give off toxic gases in dangerous quantities.

Organic peroxides are organic substances or wastes which contain the bivalent O-O structure are thermally unstable substances which may undergo exothermic self-accelerating decomposition.

3.4.3 Potential Gaps Related to Reactivity Test Methods

Reactivity characteristic lacks test method(s). When the Agency promulgated the reactivity characteristic in 1980, no available tests were identified for use in defining the reactivity characteristic because:

- They were too restrictive and were confined to measuring how one specific aspect of reactivity correlates with a specific initiating condition or stress.
- Testing the reactivity of a sample does not necessarily reflect reactivity of the waste, because reactivity varies with properties including mass and surface area.
- Most available tests required subjective interpretation of results.
- Existing methods were not developed for testing wastes.

Although EPA has identified a test method (Method 9010) for reactive sulfide and/or cyanide bearing wastes, the Agency has not identified suitable test methods to fully define the reactivity characteristic.

3.5 Potential Gaps Associated with the Toxicity Characteristic

3.5.1 Definition of Toxicity Characteristic

The toxicity characteristic was designed by EPA to reduce risks to public health from chronic exposures to groundwater contamination caused by releases of toxic waste constituents. The Agency found "persuasive evidence that the contamination of groundwater through the leaching of waste contaminants from land disposed wastes is one of the most prevalent pathways by which toxic waste constituents migrate to the environment."¹⁶ The legislative history of RCRA and EPA's case studies of damages from hazardous waste management were cited as support for focusing the toxicity characteristic exclusively on groundwater pathway risks.

EPA originally listed 14 contaminants as part of the toxicity characteristic. Subsequently, EPA added another 26 substances to the list, as shown in Exhibit 3-4. These 40 TC chemicals were selected because:

- The chemicals were included on the 40 CFR Part 261 Appendix VIII list of hazardous waste constituents that have been "shown to have toxic, carcinogenic, mutagenic, or teratogenic effects," and
- Appropriate chronic toxicity information had been developed and adequate fate and transport data were available to allow the modeling of groundwater fate and transport for each constituent.¹⁷

¹⁶ 45 *Federal Register* 33110, May 19, 1980.

¹⁷ 55 *Federal Register* 11801, March 29, 1990. In finalizing the revised toxicity characteristic, however, the Agency used a generic DAF of 100 in a subsurface fate and transport model to set the regulatory levels.

Exhibit 3-4
TC Constituents and Regulatory Levels (mg/l)

Arsenic	5.0	Hexachlorobenzene	0.013
Barium	100.0	Hexachloro-1,3-butadiene	0.5
Benzene	0.5	Hexachloroethane	3.0
Cadmium	1.0	Lead	5.0
Carbon tetrachloride	0.50	Lindane	0.4
Chlordane	0.030	Mercury	0.2
Chlorobenzene	100.0	Methoxychlor	10.0
Chloroform	6.0	Methyl ethyl ketone	200.0
Chromium	5.0	Nitrobenzene	2.0
o-Cresol	200.0	Pentachlorophenol	100.0
m-Cresol	200.0	Pyridine	5.0
p-Cresol	200.0	Selenium	1.0
Cresol	200.0	Silver	5.0
2,4-D	10.0	Tetrachloroethylene	0.7
1,4 Dichlorobenzene	7.5	Toxaphene	0.5
1,2-Dichloroethane	0.5	Trichloroethylene	0.5
1,1 Dichloroethylene	0.7	2,4,5-Trichlorophenol	400.0
2,4-Dinitrotoluene	0.13	2,4,6-Trichlorophenol	2.0
Endrin	0.02	2,4,5-TP (Silvex)	1.0
Heptachlor (and its epoxide)	0.008	Vinyl chloride	0.2

Source: 40 CFR 261.24.

Thus, EPA found these chemicals to be among those posing the greatest risk to humans from chronic groundwater exposure.

The remainder of Section 3.5 evaluates the TC in five steps:

- Section 3.5.2 examines whether new data on the toxicity and persistence of TC analytes and updated groundwater transport modeling techniques would result in allowable TC leachate concentrations different from those established in 1990.
- Section 3.5.3 presents screening-level exposure and risk modeling methods and results that are used to evaluate whether the current TC chemicals could pose risks to human health and environmental receptors through the inhalation pathway.
- Sections 3.5.4 and 3.5.5 evaluate potential risks from TC chemicals to human health through surface water pathways and indirect pathways, respectively. These risks are evaluated by comparing toxicity and fate and transport values to defined risk-related criteria, both singly and in combination, and by reviewing the results of the Agency's multipathway risk modeling for the

analytes that was performed as part of the proposed Hazardous Waste Identification Rule (HWIR-Waste) development.

- Sections 3.5.6 and 3.5.7 evaluate the potential for acute adverse health effects of exposures to TC analytes and potential risks to ecological receptors from TC analytes, respectively.

3.5.2 Changes in Groundwater Pathway Analysis

This section of the Scoping Study explores two issues related to the current TC regulatory levels: (1) whether new toxicity data indicate a potential need to revise the regulatory levels; and (2) whether, in light of recent developments in groundwater modeling techniques, the current dilution and attenuation factor (DAF) value of 100 still provides a reliable basis for assuring that human health is protected against risks from groundwater exposures to TC chemicals.

Revisions to MCLs and Toxicity Criteria

The toxicological bases for the establishment of TC analyte regulatory levels were chronic toxicological and health-based regulatory criteria that were current at the time of promulgation. These included Safe Drinking Water Act Maximum Contaminant Levels (MCLs), Reference Doses (RfDs), and Risk-Specific Doses (RSDs) based on ingestion pathway Cancer Slope Factors (CSFs). For almost all of the TC analytes, these values have not changed since 1990. The few changes have included:

- A reduction in the RfD for p-cresol by a factor of ten and the withdrawal of the MCL of 50 ug/l for lead and its replacement with an Action Level of 15 ug/l. For cresol and lead, the reductions in RfDs and promulgation of Action Levels indicate that the toxicological evaluation of these chemicals has changed such that the TC regulatory levels may be less protective than was originally intended. The changes for both of these analytes were an order of magnitude or less.
- The withdrawal of the MCL for silver, with its replacement by an SMCL at the same value. This change simply means that the critical toxic effect for silver (argyria, which is the collection of dark pigment in the skin and mucous membranes) has been downgraded from a health effect to a cosmetic effect.
- In addition, the RfD for pentachlorophenol has been reduced from 2 mg/l to 3×10^{-2} mg/l. More importantly, since the TC was revised, the Agency has promulgated a cancer slope factor for this compound, which is a suspect human carcinogen. Thus, the critical toxic endpoint has been changed from non-cancer to cancer induction. The promulgation of the Cancer Slope Factor implies that a much lower TC regulatory level (about 1000 times lower) would be needed to achieve the same level of protection against cancer risks as originally intended when the TC was promulgated.

Advances in Groundwater Modeling

To develop the existing TC regulatory levels, the Agency used the EPAMCL model to estimate the likely extent of dilution after the release of waste constituents from waste management units during their transport to the nearest drinking water wells.¹⁸ These calculations were conducted for municipal solid waste landfills and Subtitle D surface impoundments, taking into account the geochemical properties of the constituents, the size and configuration of the units, the vadose zone and groundwater regimes beneath the units, and the distribution of distances in the downgradient direction to the nearest drinking water well. Groundwater regimes were defined using distributions of transport parameter values typical of conditions throughout the United States. Receptor wells were assumed to be in the groundwater plume at a distribution of distances derived from a Subtitle D facility survey. Simulation methods were used to derive estimates of dilution-attenuation factors (DAFs) for each constituent and each type of waste management unit. After reviewing the results, the Agency elected to calculate acceptable leachate concentrations (regulatory levels) for each TC analyte using a single DAF value of 100.¹⁹ In other words, the threshold leachate concentration of each analyte above which wastes would be identified as TC hazardous was set equal to allowable drinking water concentration or other benchmark (10^{-5} cancer risk or Hazard Quotient (HQ) = 1.0) for the analytes multiplied by 100.

Since the TC was promulgated, the Agency has continued to use the same general approach to evaluate the groundwater transport of pollutants in developing RCRA regulations. The exact techniques used in this modeling, however, have changed significantly. In recent rulemakings, the Agency has used an updated version of the EPAMCL model, known as EPACMTP, to derive constituent-specific DAFs for a wide range of pollutant releases from hazardous and non-hazardous waste management units. This model employs many of the same basic transport algorithms as the EPAMCL, with several important differences, including the following:²⁰

- The EPACMTP model uses a detailed metals speciation model (MINTEQA) to estimate leachate concentrations from wastes of defined ionic composition, whereas the EPAMCL model did not employ such a model;
- The EPACMTP, unlike EPAMCL, can model the adsorption to soil and transformation of organic waste constituents by hydrolysis into more toxic (or less toxic) transformation products;
- The EPACMTP directly simulates the interface between the saturated and vadose zones;
- The EPACMTP model can simulate groundwater mounding under management units, whereas the EPAMCL could not; and

¹⁸ A detailed discussion of the groundwater modeling approach used by EPA in support of the TC rule can be found at 55 *Federal Register* 11816, March 29, 1990.

¹⁹ Ibid at 11827.

²⁰ A detailed discussion of the EPACMTP model can be found in U.S. Environmental Protection Agency, Office of Solid Waste, EPACMTP Background Document, 1995; and EPACMTP Background Document for Metals, Volume 1: Methodology, 1995.

- The EPACMTP model provides more flexibility in modeling finite, versus infinite, source terms.

Recent applications of the model also used somewhat different assumptions regarding waste and facility characteristics, hydrogeological regimes, climatology, and receptor locations than those used in the development of the TC. Therefore, it is not possible, except in a very general way, to simply compare the DAF value used in establishing the TC allowable leachate concentrations with the constituent-specific DAF values for the same constituents derived in the subsequent analyses. In addition, DAF values derived for metals using the EPACMTP vary with the initial concentration of the constituent in the waste, because the model incorporates saturable binding and transport phenomena. In contrast, the DAFs derived using the EPAMCL model are concentration-invariant under most conditions.

Recently, EPA has employed the EPACMTP model in two major regulatory development efforts.

- EPA applied the model in its development of proposed risk-based exit levels for the Proposed Hazardous Waste Identification Rule for Process Waste (HWIR-Waste).²¹ In that analysis, EPACMTP was used to back-calculate concentrations of constituents in wastes and in waste leachate corresponding to specific risk levels through groundwater exposures. The Agency is currently revising the proposed HWIR-Waste exit level groundwater risk modeling methods in response to comments from the Science Advisory Board and from other technical reviewers. Thus, the results of this modeling presented in this Scoping Study should be regarded as preliminary.
- In the Phase IV LDR regulatory development effort for mineral processing wastes, the model was used to derive constituent-specific DAFs for mineral processing wastes disposed of in surface impoundments and waste piles.²² The DAFs were then used to derive groundwater pathway risk estimates for exposure to waste constituents.

The results of these analyses have been used to evaluate the extent to which changes in modeling techniques may have affected the assessment of groundwater fate and transport relative to the assessment used to derive the TC regulatory concentrations. As noted previously, a simple comparison of DAF values and/or calculated risk levels from the different modeling efforts is not possible without further analysis since the more recent modeling employs different groundwater transport models and different assumptions regarding facility characteristics, groundwater regimes, and receptor locations. In the case of the mineral processing risk assessment, for example, DAF values were derived specifically for facility sizes representative of the mineral processing industry, rather than Subtitle D management units. In addition, groundwater modeling was performed using climatologic data primarily from drier regions where many mineral processing facilities are located. While

²¹ U.S. Environmental Protection Agency, Office of Solid Waste, Technical Support Document for the Hazardous Waste Identification Rule: Risk Assessment for Human and Ecological Receptors, August 1995.

²² U.S. Environmental Protection Agency, Office of Solid Waste, Regulatory Impact Analysis of the Supplemental Proposed Rule Applying to Phase IV Land Disposal Restrictions to Newly Identified Mineral Processing Wastes, December 1995.

Subtitle D facilities were used to calculate releases for the HWIR-Waste proposal, the receptor wells were assumed to be distributed uniformly in the downgradient direction, instead of being confined to the plume. More importantly, the proposed exit levels were derived using a carcinogenic risk target of 10^{-6} , rather than 10^{-5} , and the 90th percentile, rather than the 85th percentile, estimates of risk were used. Using the 90th instead of 85th percentile of the risk output results in estimating higher risks for a given receptor for a given constituent concentration and in more stringent (lower) exit levels. Thus, the proposed HWIR-Waste risk calculations, especially for carcinogens, are substantially more conservative in several important respects than those used to derive the TC regulatory levels.

In the mineral processing risk assessment, DAF values were derived for eight of the TC analyte metals. For waste piles, the DAF values for the majority of the TC metals were considerably higher than 100, the highest value being 1×10^{30} for lead. Barium, with a DAF value of 54, was the only metal for which the mineral processing waste pile DAF was less than the value of 100 used in the derivation of the TC regulatory concentrations. These results imply that the DAF value of 100 used in the TC derivation remains conservative for most metals when compared to values derived for this population of facilities.

The situation is different, however, if the DAF values derived for mineral processing surface impoundments are used as a basis for comparison. In this case, the majority of the DAF values for the TC metals were less than 100. This finding suggests that the DAF value of 100 used to derive the TC regulatory levels may not provide adequate protection against groundwater risks from surface impoundments, which are the most frequent management type employed for non-hazardous industrial wastes.

The large difference in DAF values for the two types of management units can be explained partly in terms of the comparative aridity of the locations for which DAFs were calculated. Where little moisture was available to drive transport from the waste piles through the vadose zone, DAF values tended to be high. In contrast, the surface impoundments provided a water supply that drove transport through the vadose zone into groundwater. The extent to which this effect would be seen in moister regions of the country is not clear.

The HWIR-Waste proposed groundwater exit level calculations for the TC analytes are summarized in Exhibit 3-5, and compared to the TC regulatory levels. The majority of the exit levels are considerably lower (more stringent) than the corresponding TC regulatory levels. In 4 cases, the TC levels are comparable to or less than the exit level.²³ For 9 analytes, the ratio of the TC regulatory level to the exit level is between 1 and 10. For 12 analytes, this ratio is between 10 and 100; for 5 analytes, the ratio is between 100 and 1,000; and for 6 analytes, the ratio is greater than 1,000.

This distribution confirms that, generally, the assumptions and modeling approaches used to derive the HWIR-Waste proposed exit levels lead to somewhat more conservative or more protective results than those used to derive the TC regulatory levels. This conclusion holds true, even taking into account that the cancer risk target is 10-fold lower for setting some of the proposed exit levels than was used for setting the TC levels. For all but a few of the carcinogens among the TC analytes, the proposed exit levels are far more than 10 times lower than the corresponding TC regulatory levels. Thus, some other factors account for a significant proportion of the conservatism in these calculations.

²³ In one of these cases (for endrin), however, the limiting risk, is ecological, rather than human health.

Exhibit 3-5
Comparison of TC Regulatory Concentrations
and HWIR-Waste Proposed Exit/Leach Levels

Analyte	Chronic Toxicity Reference Level, mg/l ^a	TC Regulatory Level, mg/l ^a	HWIR-Waste Groundwater Exit Level (mg/l) ^b	Ratio of Regulatory Level to Exit/Leach Level
Arsenic	0.05	5	0.000148	33784
Barium	1	100	15.5	6.5
Benzene	0.005	0.5	0.0054	92.6
Cadmium	0.01	1	0.11	9.1
Carbon tetrachloride	0.005	0.5	0.00161	311
Chlordane	0.0003	0.03	0.000163	184
Chlorobenzene	1	100	1.33	75.2
Chloroform	0.06	6	0.017	353
Chromium	0.05	5	0.476	10.5
Cresol, m-	2	200	3.2	62.5
Cresol, o-	2	200	3.2	62.5
Cresol, p-	2	200	0.32	625
Dichlorobenzene, 1,4-	0.075	7.5	0.0108	694
Dichloroethane, 1,2-	0.005	0.5	0.00006	8333
Dichloroethylene, 1,1-	0.007	0.7	0.00018	3889
2,4-D	0.1	10	0.6	16.7
Dinitrotoluene, 2,4-	0.0005	0.13	0.112	1.2
Endrin	0.0002	0.02	32	0.000625
Heptachlor	0.00008	0.008	No value	30
Heptachlor epoxide	0.00008	0.008	0.45	0.0178
Hexachloro-1,3-butadiene	0.005	0.5	0.00691	72.4
Hexachlorobenzene	0.0002	0.13	0.000113	1150
Lindane	0.004	0.4	0.693	0.577
Hexachloroethane	0.03	3	0.033	90.9
Lead	0.05	5	11.6	0.4

Exhibit 3-5 (continued)
Comparison of TC Regulatory Concentrations
and HWIR-Waste Proposed Exit/Leach Levels

Analyte	MCL or HBL ^a	TC Regulatory Level, mg/l ^a	HWIR-Waste Lowest Exit Level (mg/l) ^b	Ratio of Regulatory Level to Exit/Leach Level
Mercury	0.002	0.2	0.138	1.4
Methoxychlor	0.1	10	No value	--
Methyl ethyl ketone	2	200	30	6.7
Nitrobenzene	0.02	2	0.032	62.5
Pentachlorophenol	1	100	0.00041	243902
Pyridine	0.04	5	0.06	83.3
Selenium	0.01	1	0.357	2.8
Silver	0.05	5	No value	--
Tetrachloroethylene	0.007	0.7	0.68	1.0
Toxaphene	0.005	0.5	0.11	4.5
Trichloroethylene	0.005	0.5	0.0128	39
Trichlorophenol, 2,4,5-	4	400	4.2	95.2
Trichlorophenol, 2,4,6-	0.02	2	0.0152	132
Silvex	0.01	1	0.48	2.1
Vinyl chloride	0.002	0.2	0.00006	3333

Notes:

^a 55 *Federal Register* 11804, March 29, 1990.

^b 60 *Federal Register* 66424-66432, December 21, 1995.

Some of this conservatism may be due to differences in modeling assumptions, rather than modifications in modeling techniques. For example:

- The HWIR-Waste proposed exit levels were derived to be protective of 90th percentile receptors, while the TC levels were set to be protective of 85th percentile receptors.
- As shown in Exhibit 3-5, some HWIR-Waste proposed exit levels were driven by exposure pathways other than groundwater.

- The proposed HWIR-Waste exit levels and the TC regulatory levels were designed for different purposes. The TC levels are designed to provide a method for identifying wastes that would otherwise be non-hazardous, while the proposed HWIR-Waste exit levels would relieve wastes previously identified as hazardous from stringent regulatory control.

These issues are discussed in more detail in Sections 3.5.3 and 3.5.4. Other differences in modeling assumptions, such as the retention of constituents in waste management (loss terms) in TC modeling only and the differences in the assumed location of wells relative to the contamination source, influence the results in the other direction.

Summary. Based on the preceding analyses, only general conclusions can be drawn about whether there are any significant gaps in the TC associated with the specific regulatory levels set for individual constituents. The wide range in the mineral processing DAF values illustrates the high degree of variability associated with specific groundwater modeling assumptions, and does not necessarily indicate whether the DAFs should be considered less or more protective than when they were originally derived. The HWIR-Waste proposed exit level calculations, on the other hand, suggest that the application of more recent modeling techniques might result in more conservative transport calculations. Some, but not all, of this greater level of protectiveness reflects a policy decision by the Agency regarding what proportion of receptors should be protected to the target risk level. In addition, advances in modeling techniques and differences in specific input assumptions also affect the differences in the apparent levels of protectiveness.

3.5.3 Potential Inhalation Pathway Risks Associated with TC Analytes

This section investigates the general level of protectiveness of the allowable TC concentrations against direct inhalation, a risk that the TC was not specifically intended to protect against. EPA analyzed this issue by performing screening-level risk calculations for long-term air releases of the TC constituents from Subtitle D facilities. EPA used the CHEMDAT8 model using facility characteristic parameters for surface impoundments and land application units (LAUs). Release estimates for all of the organic TC analytes were developed for two scenarios.

- In the first scenario, releases were estimated from the same "high-end" surface impoundments and LAUs that were modeled in the proposed HWIR-Waste exit level modeling.
- The second scenario modeled releases from the "central tendency" impoundments and LAUs, which were considerable smaller and shallower than the high-end units.

In both release scenarios, the concentrations of the organic TC analytes were assumed to be at the TC regulatory level for liquid wastes in surface impoundments and at 20 times the TC levels for nonwastewaters in land application units. The latter assumption roughly estimates the maximum concentration of the TC analyte that could be present without the waste being hazardous, assuming efficient leaching using the TCLP. For analytes that do not leach well, this approach may underestimate exposure concentrations and risks associated with air releases from non-hazardous industrial wastes, since nonwastewaters with high concentrations of constituents would not be identified as hazardous by the TCLP. Average releases to air were calculated for an assumed 40-year

facility life-span under both scenarios. The basic approach and input assumptions used in the modeling are summarized in Exhibit 3-6.

The organic TC analytes for which releases were modeled vary widely in molecular weight, vapor pressure, Henry's Law constant, and other physical properties that affect releases to air. Thus, the extent of release of these chemicals to air from land disposal facilities might be expected to differ widely. This is true to some extent; but, as can be seen in Exhibit 3-7, the estimated release of these compounds from land application units and surface impoundments over the expected facility life-span varies only moderately. In the case of the high-end land application units, between approximately 7 percent and 100 percent of the chemicals entering the units are released to the air over the facility life. The average proportion of the analytes released from these units was 81.6 percent, and the calculated releases were greater than 95 percent for two-thirds of the organic TC analytes.

The results were similar for the central tendency LAU. Releases ranged from 27 to 100 percent of the analytes, and the average proportion released was 96.3 percent. The explanation for the predicted higher proportional releases from the central tendency LAU is not clear, but may be related to the shallower tilling depth assumed for the central tendency unit (0.2 compared to 0.3 meters).

The proportions of the TC analytes released from surface impoundments are shown in the final two columns of Exhibit 3-7. The releases ranged from 6 to 77 percent of the applied total per year for the high-end impoundment, with an average release of 55.5 percent per year.²⁴ Proportionate releases were again higher from the central tendency unit, ranging from 15 percent to 88 percent, with an average of 71.2 percent released annually. Similar to the situation for the LAUs, the higher proportional releases from the central tendency unit may be due to its considerably shallower depth (2 meters) compared to the high-end unit (7 meters).

The limited impact of a chemical's Henry's Law constant on air releases is somewhat surprising in light of the broad spectrum of solubility and vapor pressure reflected in the chemicals modeled. Perhaps it can best be understood as indicating that, in the long run (a year or more), a high proportion of any of these organic chemicals placed in uncovered land management units will be released to the air, provided other removal pathways are not important. In actual practice, some land application units are covered to some extent, and other removal processes, such as leaching, biological and chemical degradation, and binding to soil or sediment, compete to reduce air emissions significantly.

EPA calculated chronic risks from inhalation pathway exposures for all organic TC analytes. To calculate exposure concentrations, EPA multiplied release estimates by the long-term fenceline dispersion coefficients used in the proposed HWIR-Waste exit level calculations for the high-end and central tendency surface impoundments and LAU releases. The fenceline dispersion coefficients are used to represent the nearest credible residential exposure locations, in keeping with the proposed HWIR-Waste risk methodology. Exposure durations are assumed to be 30 years in the high-end exposure release and exposure scenario, and 9 years in the central tendency scenario.

²⁴ Release from surface impoundments were estimated on an annual basis, rather than on a facility life-time basis because these units receive a constant and continuous flow of wastes throughout the facility life, with liquid flowing out of the unit after an assumed dwell time. In contrast, once a waste is added to an LAU, it is assumed to remain in the facility to volatilize throughout the facility life-span.

Exhibit 3-6
**Summary of Inhalation Pathway Screening Methods,
Input Data, and Models Used for Bounding Risk Analysis**

Modeling Procedures

- Estimate release proportions at TC regulatory concentrations
- Estimate exposure concentrations using fenceline dispersion coefficients from HWIR-Waste model^a
- Estimate risks using IRIS and HEAST toxicity values (RfCs and Unit Risk values)

Subtitle D Surface Impoundment from Proposed HWIR-Waste Risk Analysis

HIGH-END

- 40,000 square meters
- 40-year lifespan
- Depth 7 meters

CENTRAL TENDENCY

- 2,000 square meters
- 40-year lifespan
- Depth 2 meters

"Generic" Land Application Unit from Proposed HWIR-Waste Risk Analysis

HIGH-END

- 900,000 square meters
- 40-year lifespan
- Tilling depth 0.3 meters

CENTRAL TENDENCY

- 61,000 square meters
- 40-year lifespan
- Tilling depth 0.2 meters

Long-Term Release Values

- Estimated over facility life using CHEMDAT8 model
- Modeled at TC concentrations for surface impoundments
- Modeled at 20 times TC concentrations for land application units
- Assumed persistence in management units (except vinyl chloride)

Chronic Exposure Durations

- High-end exposure duration = 30 years
- Central tendency exposure duration = 9 years

Chemicals Modeled

- All organic TC analytes
- Differ by seven orders of magnitude in Henry's Law constant
- Have molecular weight from 30 to 410
- Are rapidly degrading to very persistent

^a Technical Support document for the Hazardous Waste Identification Rule: Risk Assessment for Human and Ecological Receptors, US. Environmental Protection Agency, Office of Solid Waste, August 1995.

Exhibit 3-7
Emission Fraction for Air Releases of Volatile TC Analytes

TC Analyte	kH	Fraction Emitted From:			
		Land Application Unit		Surface Impoundment	
		Central Tendency	High-End	Central Tendency	High-End
Benzene	5.5×10^{-3}	0.9984	0.9984	0.8661	0.7451
Carbon tetrachloride	2.9×10^{-2}	0.9984	0.9984	0.8578	0.7318
Chlordane	6.7×10^{-5}	0.9984	0.6301	0.6649	0.4413
Chlorobenzene	4.4×10^{-3}	0.9984	0.9984	0.8564	0.7294
Chloroform	4.0×10^{-3}	0.9984	0.9984	0.8676	0.7475
m-Cresol	8.8×10^{-7}	0.8228	0.2225	0.2093	0.0858
o-Cresol	1.6×10^{-6}	0.9749	0.3384	0.3651	0.1713
p-Cresol	8.2×10^{-7}	0.8249	0.2233	0.2105	0.0864
Cresol	--	0.9678	0.3256	0.3550	0.1648
2,4-D	4.5×10^{-6}	0.9984	0.6866	0.6970	0.4722
1,4 Dichlorobenzene	2.8×10^{-3}	0.9984	0.9984	0.8483	0.7163
1,2 Dichloroethane	1.3×10^{-3}	0.9984	0.9984	0.8659	0.7443
1,1 Dichloroethylene	2.5×10^{-2}	0.9984	0.9984	0.8769	0.7631
2,4 Dinitrotoluene	1.5×10^{-7}	0.9984	0.9417	0.7280	0.5151
Endrin	1.2×10^{-6}	0.2696	0.0674	0.1466	0.0575
Heptachlor	5.9×10^{-4}	0.9984	0.9984	0.8160	0.6662
Heptachlor epoxide	8.3×10^{-6}	0.9983	0.5730	0.6558	0.4287
Hexachlorobenzene	7.5×10^{-4}	0.9984	0.9984	0.8211	0.6744
Hexachloro-1,3-butadiene	2.4×10^{-2}	0.9984	0.9984	0.8261	0.6824
Hexachloroethane	3.6×10^{-3}	0.9984	0.9984	0.8335	0.6928
Lindane	3.4×10^{-6}	0.9984	0.9984	0.8246	0.6793
Methoxychlor	6.3×10^{-6}	0.9984	0.9979	0.7759	0.6038
Methyl ethyl ketone	3.6×10^{-5}	0.9984	0.9984	0.8526	0.7174
Nitrobenzene	2.1×10^{-5}	0.9984	0.9689	0.7851	0.5981
Pentachlorophenol	1.4×10^{-5}	0.9984	0.9983	0.8021	0.6379
Pyridine	7.0×10^{-3}	0.9984	0.9822	0.7827	0.5975
Tetrachloroethylene	1.7×10^{-2}	0.9984	0.9984	0.8519	0.7224
Toxaphene	3.4×10^{-6}	0.9984	0.9984	0.7891	0.6282
Trichloroethylene	1.1×10^{-2}	0.9984	0.9984	0.8604	0.7359
2,4,5 Trichlorophenol	4.4×10^{-6}	0.9979	0.4889	0.5733	0.3339
2,4,6 Trichlorophenol	4.1×10^{-6}	0.9984	0.7077	0.6830	0.4571
2,4,5-TP (Silvex)	1.3×10^{-8}	0.9984	0.9984	0.8203	0.6735
Vinyl chloride	8.4×10^{-2}	0.9984	0.9984	0.8829	0.7733

Exhibit 3-8 summarizes the results of the screening-level risk estimation for the TC analytes having inhalation pathway toxicity values in IRIS or HEAST (as discussed below). The first eight columns of the results indicate whether the estimated lifetime cancer risk associated with managing the analytes at the TC (or the TC multiplied by 20) concentrations in the various management units would be greater than 10^{-5} or if the inhalation pathway hazard quotient (HQ) would exceed 1.0. These risk threshold values are the same as those used in developing the TC analyte concentrations for groundwater exposures. For the 16 TC analytes with IRIS Unit Risk values, inhalation pathway cancer risks greater than 10^{-5} are not predicted for any of the TC analytes released from the central tendency surface impoundment. In contrast, cancer risks above 10^{-5} are predicted for 12 of these analytes released from the high-end impoundment.²⁵ None of these analytes released from the central tendency LAU would result in an inhalation pathway risk greater than 10^{-5} . Releases of four analytes (chloroform, 1,4-dichlorobenzene, 1,1-dichloroethylene, hexachlorobenzene, and toxaphene) from the high-end LAU would result in risks above this level.

Of the four TC organics with inhalation RfCs, hazard quotients greater than 1.0 were calculated for three analytes (chlorobenzene, methyl ethyl ketone, and nitrobenzene) released from the central tendency surface impoundment. When releases are modeled from high-end impoundments, the one additional chemical (1,4-dichlorobenzene) also has an HQ greater than 1.0. Exactly the same pattern is seen for LAUs.

These results indicate that, under assumptions of no degradation or release to other pathways, the cancer risks and non-cancer hazard indices associated with management of some of the organic TC analytes may be above levels of concern previously used in amending the TC.

These risks may be overestimated if significant amounts of pollutants in waste are released through other pathways or are degraded biologically or chemically. For this reason, EPA used the proposed HWIR-Waste database to identify the TC analytes that are persistent in soil or water. As shown in the last two columns of Exhibit 3-8, most of the organic analytes that exceed the air risk targets under the assumption of no degradation are, in fact, not very persistent in either soil or water. Using a cutoff value for degradation rate constants of 0.5 year^{-1} , which corresponds to a half-life in soil or water of about 17 months, only 3 of the organic TC analytes are expected to be very persistent. The relatively short half-lives in water or soil may reduce the potential concern for inhalation pathway risks associated with the other TC analytes to the same extent. These results illustrate the need for more detailed, site-specific modeling of all of the transport and degradation processes.

Risks were calculated in this analysis for only those TC analytes having inhalation pathway toxicity values (Reference Concentrations or Unit Risk values) in IRIS. If instead inhalation pathway toxicity values were derived for the rest of the TC analytes from ingestion pathway values and used in similar risk calculations, the number of chemicals for which cancer risks and particularly non-cancer risks would exceed levels of regulatory concern would be much higher. These results have not been included in Exhibit 3-8 because EPA considers the level of uncertainty associated with such procedures to be unacceptably high.

²⁵ The risks are greater from the high-end surface impoundment than from the central tendency surface impoundment, despite the lower proportionate releases from the former units, because the total mass disposed in the high-end unit and the total mass released are much greater. This result also occurs for the LAUs.

Exhibit 3-8. Inhalation Pathway Risks for TC Analytes and Their Dependence on Fate and Transport Properties

TC Analyte	Cancer Risk Exceeds 10 ⁻⁵				HQ Exceeds 1.0				Persistent in Water ^a	Persistent in Soil
	Surface Impoundment		Landfill		Surface Impoundment		Landfill			
	Central Tendency	High-End	Central Tendency	High-End	Central Tendency	High-End	Central Tendency	High-End		
Benzene	--	--	--	--	ND	ND	ND	ND	--	--
Carbon tetrachloride	--	1.50E-04	--	--	ND	ND	ND	ND	--	--
Chlordane	--	1.34E-04	--	--	ND	ND	ND	ND	X*	X*
Chlorobenzene	ND	ND	ND	ND	2.55E+03	9.99E+04	5.74E+02	2.06E+04	--	--
Chloroform	--	2.82E-03	--	5.69E-04	ND	ND	ND	ND	--	--
1,4 Dichlorobenzene	ND	ND	ND	ND	--	1.84E+02	--	3.87E+01	--	--
1,2 Dichloroethane	--	2.65E-04	--	ND	ND	ND	ND	ND	--	--
1,1 Dichloroethylene	--	7.31E-04	--	1.44E-04	ND	ND	ND	ND	--	--
Heptachlor	--	1.90E-04	--	--	ND	ND	ND	ND	--	--
Heptachlor epoxide	--	2.44E-04	--	--	ND	ND	ND	ND	X	X
Hexachlorobenzene	--	1.10E-03	--	2.47E-04	ND	ND	ND	ND	X	X
Hexachloro-1,3-butadiene	--	2.06E-04	--	--	ND	ND	ND	ND	--	--
Hexachloroethane	--	2.28E-04	--	--	ND	ND	ND	ND	--	--
Methyl ethyl ketone	ND	ND	ND	ND	1.02E+02	3.93E+03	2.30E+01	8.25E+02	--	--
Nitrobenzene	ND	ND	ND	ND	4.67E+02	1.64E+04	1.15E+02	4.00E+03	--	--
Tetrachloroethylene	--	--	--	--	ND	ND	ND	ND	--	--
Toxaphene	--	2.75E-03	--	6.60E-04	ND	ND	ND	ND	ND	ND
Trichloroethylene	--	--	--	--	ND	ND	ND	ND	--	--
2,4,6 Trichlorophenol	--	--	--	--	ND	ND	ND	ND	--	--
Vinyl chloride	--	3.56E-04	--	--	ND	ND	ND	ND	--	--

Notes: ^a Degradation rate constant for soil or water less than 0.5 yr^{-1} .
 * For surface impoundments only; does not exceed at landfills.
 X = Yes.
 -- = Risk or hazard is below threshold.
 ND = No Data.

Evaluation of the proposed HWIR-Waste exit level calculations for the TC analytes confirms the potential concern for nongroundwater pathways. For some of the TC analytes, the HWIR-Waste proposed exit level calculations indicated that non-groundwater pathways are significant. Findings include the following:

- For 9 of the TC analytes, pathways other than human groundwater exposure drove the establishment of proposed exit levels.
- For six of the analytes, ingestion of contaminated milk or vegetables was the highest-risk exposure pathways.
- For one of the pollutants, the driving non-groundwater exposure pathway was direct inhalation.
- For two analytes, ecological risks rather than health risks drove the derivation of proposed exit levels.

In all of these cases, the initial release was to air through volatilization. These indirect pathway risks will be discussed in more detail in the following sections.

3.5.4 Potential Risks from Surface Water Exposures

This section investigates the general level of protectiveness of the TC regulatory levels against surface water exposures, a risk that the TC was not specifically intended to address. Waste constituents could be released to surface water from land management units through several mechanisms:

- Discharge of groundwater contaminated by leachate from waste management units;
- Transport of waste constituents to surface water bodies by runoff and overland transport of wastes released from the management unit;
- Direct releases through overland runoff of liquid wastes from surface impoundments;²⁶ and
- Volatilization of constituents from land-based units, followed by deposition onto surface water or onto soil that eventually finds its way into surface water bodies.

The surface water exposure pathways of potential significance for humans include direct consumptive use (i.e., ingestion and dermal contact with domestic water) and dermal contact and incidental ingestion of the surface water associated with recreational exposures. If the contaminants are persistent in sediment, dermal contact and incidental ingestion of small amounts of sediment also are possible exposure pathways.

²⁶ Such releases are likely to be controlled by permit requirements for surface water discharges and through facility design regulations.

All of these release and exposure pathways have been analyzed in the development of hazardous waste management regulations and in other contexts. The experience gained in these exercises has led the Agency to a number of general conclusions regarding the importance of surface water exposures for human health risks:

- For common waste management practices, surface water exposure cannot be automatically ruled out as insignificant in comparison to groundwater, inhalation, and other indirect pathways.
- The significance of surface water releases depends heavily on the management practices employed by a facility and the specific interactions between surface water and groundwater at the facility.
- Generally, groundwater discharge significantly affects surface water quality only where groundwater constitutes a significant proportion of the total surface water in a water body. This pathway may be important for very large management units that generate large amounts of leachate, but usually significant surface water quality impacts are limited to relatively small streams adjacent to management units and to on-site or adjacent ponds derived mainly from leachate.
- Exposure to volatile contaminants in surface water is generally limited because these contaminants are depleted rapidly from surface water through volatilization. Air releases from surface water may themselves be significant from a health standpoint. Usually, however, volatilization from the management unit itself dominates, unless the unit is covered.
- Incidental ingestion and dermal contact with contaminated sediment tend not to be significant exposure pathways for humans, because of their infrequency and the relatively small amounts of contaminated sediment contacted (but see below).
- Indirect pathway exposures may be of concern, however. The contaminants that persist in sediment and have a high capacity to bioaccumulate and bioconcentrate are often the most significant contributors to human health risks. This capacity may overcome the high dilution factors often associated with releases to surface water. These persistent pollutants most often reach human receptors through the consumption of contaminated fish or shellfish.

In evaluating the potential risks associated with proposed HWIR-Waste chemicals, EPA identified contaminants for which surface water pathways were of potential concern. Whether or not the surface water pathway was a concern depended on the waste treatment scenario. For wastewaters managed in surface impoundments, surface water was not a human health risk for any of the TC analytes. All of the proposed exit levels driving non-groundwater pathways for humans were associated with volatilization followed by deposition on soil and did not involve surface water. For nonwastewaters disposed in land application units and waste piles, however, more than 50 percent of the proposed exit levels for the HWIR-Waste constituents are driven by pathways involving surface

water exposures.²⁷ The driving (highest-risk) pathways were approximately equally divided among the contaminants between overland runoff followed by fish uptake, and overland runoff followed by surface water ingestion. These results must be interpreted cautiously. The analysis of the proposed HWIR-Waste exit levels cited above gives only a comparative, not an absolute, indication of the importance of the surface water exposure pathways for waste piles and land application units. The proposed exit levels calculated for these types of units are generally higher than those associated with surface impoundments, for example, indicating that the magnitude of the risks from wastes piles and land application units are, in general, lower than those associated with surface impoundments.

Summary. The preceding analysis has explored the possibility that significant risks to health or the environment may be associated with exposures through surface water pathways. While a number of theoretical arguments suggest that such releases might be important under only a relatively narrow range of conditions, the proposed HWIR-waste modeling results indicate that these pathways may well be significant for some TC analytes disposed as non-hazardous industrial wastes. The possibility that the surface water releases and exposures represent a potential gap in the TC, especially for persistent and bioaccumulative chemicals, cannot be ruled out.

3.5.5 Potential Indirect Pathway Risks from TC Analytes

"Indirect" pathways are any pathways involving more than one environmental medium (e.g., groundwater, air, surface water, soil, sediment, and biota) between the release and the exposed receptor. The initial release may be to any medium. Indirect exposure pathways often, but not always, involve uptake of environmental contaminants by living organisms, which, in turn, are consumed by human or other receptors. Some of the pathways discussed in the previous sections, such as groundwater releases to surface water, are, strictly speaking, indirect. This section, however, emphasizes pathways involving potential long-range transport of persistent pollutants and pathways involving biota (crops, fish, or livestock) prior to human exposures.

Persistence, properties facilitating physical transport, and the potential to bioaccumulate in the environment are critical in the indirect pathways, and the physical/chemical and environmental fate properties of constituents significantly determine their movement through such pathways. Exhibit 3-9 summarizes some important physical, chemical, and environmental fate properties of the TC analytes relating to persistence, partitioning behavior between environmental media, and bioaccumulation. For each parameter, the exhibit compares each constituent's value to a criterion or cutoff value that roughly indicates whether the parameter will strongly influence the transport and partitioning of the chemical in the environment in a multipathway analysis. The derivation of these criteria are discussed in more detail in Section 4.3.2.

The first column identifies TC analytes with a high Koc (high Kd for metals),²⁸ generally indicating a propensity to bind to soils. A high value means that chemicals will leach only slowly to soil, but would bind to particulates if they were released through runoff or into the air. Essentially all of the chemicals with Koc values above 10,000 are pesticides. In addition, the majority of the TC metals would be expected to bind to some extent to particulates.

²⁷ Preliminary Report on Factors Important to Identifying Risk-Based Entry Characteristics: Analysis of Hazardous Waste Identification Risk Models, Ogden Environmental and Engineering Services, August 1996.

²⁸ The Koc is the organic carbon binding coefficient; the Kd is the soil-water dissociation constant.

Exhibit 3-9
Major Fate and Transport Parameters for TC Analytes

TC Analyte	Koc/Kd > 10,000 ml/g	Henry's Law Constant > 10 ⁻⁵ atm- m ³ /mol	Half-life in Air > 0.15 yr.	Soil/Water Degradation Rate Constant < 0.5/yr.	Plant-Soil BFC for Forage Plants > 3.5 (ug/g)/(ug/g)	Beef Biotransfer Factor > 7.8x10 ⁻⁴ day/kg	Fish BCF/BAF > 1000 l/kg
1,1-Dichloroethene		✓					
1,2-Dichloroethane		✓	✓		✓		
1,4-Dichlorobenzene		✓					
2,4,5-TP (Silvex)					✓		
2,4,5-Trichlorophenol				✓	✓		
2,4,6-Trichlorophenol					✓		
2,4-D							
2,4-Dinitrotoluene							
Arsenic				✓		✓	
Barium				✓			✓
Benzene		✓					
Cadmium				✓			
Carbon tetrachloride		✓	✓				
Chlordane	✓	✓		✓		✓	✓
Chlorobenzene		✓					
Chloroform		✓	✓				
Chromium				✓		✓	
Cresol, m-							
Cresol, o-							
Cresol, p-							
Endrin	✓					✓	✓
Heptachlor	✓	✓				✓	✓
Heptachlor epoxide	✓			✓		✓	✓
Hexachloro-1,3-butadiene	✓	✓				✓	✓
Hexachlorobenzene	✓	✓		✓		✓	✓
Hexachloroethane		✓					
Lead	✓			✓			
Lindane							✓
Mercury	✓			✓			✓
Methoxychlor	✓					✓	✓
Methyl ethyl ketone		✓			✓		
Nitrobenzene		✓			✓		
Pentachlorophenol	✓	✓				✓	✓
Pyridine		✓			✓		
Selenium				✓		✓	
Silver				✓		✓	
Tetrachloroethylene		✓	✓				
Toxaphene	✓					✓	✓
Trichloroethylene		✓					
Vinyl chloride		✓			✓		

The next column on Exhibit 3-9 shows the Henry's Law constants (kH)²⁹ for the TC analytes, with values above 10^{-5} generally indicating a moderate to high capacity to volatilize from soil-water systems, which may be the first step in an indirect exposure pathway. About half (19) of the TC analytes have kH values above 10^{-5} . As discussed in Section 3.5.3, variations in Henry's Law constants did not strongly effect the predicted long-term release of the TC analytes from surface impoundments and waste piles. Short-term releases, however, may be much more dependent on this parameter.

The next two columns address the persistence of TC analytes in soils, water, and air. Data in these two columns summarize information from the proposed HWIR-Waste database on the estimated half-life of chemicals in air and the overall degradation rate constants in soils and surface water. Four of the TC analytes are identified as having long half-lives in air and 12 are persistent (have low degradation rate constants) in soil and/or surface water. The air half-life values must be interpreted cautiously, as the proposed HWIR-Waste database contains this information on only about 20 chemicals. Metals and many high-Koc organics would also be expected to have long half-lives in air if they were bound to particulates. As discussed earlier, the TC analytes with long half-lives in soil/water systems include primarily the metals and chlorinated pesticides.

The final three columns of Exhibit 3-9 consider the propensity of TC analytes to bioaccumulate in aquatic and terrestrial ecosystems. The plant-soil bioconcentration factor (BCF) is an estimate of the typical ratio of the concentration of a constituent in soil to the concentration in a particular kind of plant (in this case, forage plants consumed by beef and dairy cattle). Similarly, the beef biotransfer factor is an estimated typical ratio of the concentrations of pollutants in the diet of beef cattle to the resultant concentrations in edible tissue. Finally, the BCF and bioaccumulation factor (BAF) values for fish represent the typical ratios of pollutant concentrations in surface water to that in fish tissue, considering only water exposures or considering all pathways, respectively. (These values tend to be quite similar for most chemicals.) Although the exhibit indicates that several constituents may bioaccumulate from soil to forage plants, in reality, only 2,4,5-trichloropropionic acid (Silvex) has a very high bioconcentration potential. The value of the forage biotransfer factor for this pesticide is five orders of magnitude greater than for any other chemical (greater than 10^6). Generally the same chemicals have high beef biotransfer factors, fish BCFs, and BAFs, with barium, mercury, and lindane bioconcentrating only in aquatic systems, and arsenic, chromium, selenium, and silver being significant for the beef exposure pathways alone.

Summary. These single comparisons indicate the significant potential for many TC analytes to be transported through multiple media to reach the ultimate receptors. The data in Exhibits 3-8 and 3-9 show that the chlorinated pesticides (i.e., chlordane, endrin, heptachlor, heptachlor epoxide, hexachlorobenzene, methoxychlor, pentachlorophenol, and toxaphene), chloroform, and hexachloro-1,3-butadiene have the potential to participate in indirect exposure pathways and have non-groundwater pathways as their driving pathways. In addition, several high-toxicity and persistent metals, such as mercury, arsenic, and lead, also are of potential concern.

²⁹ As noted previously, kH is the ratio of a chemical's vapor pressure to its water solubility.

3.5.6 Potential for Acute Adverse Effects of Exposures to TC Analytes

The TC was originally established based on the need to protect individuals from adverse health effects due to chronic exposures to the TC constituents consumed in groundwater. This approach to protecting against groundwater exposure risks is conservative because the relatively long time scale involved in groundwater transport to receptors, under most reasonable assumptions, means that limiting concentrations in any time period to the low chronic risk-based levels also will protect against short-term adverse effects. Short transient exposures to high levels of groundwater contaminants are extremely uncommon. Before the concentration of a pollutant reaches the relatively high level required to cause acute effects, it generally will have exceeded the allowable chronic exposure level for a long period of time.

This relationship may not apply to exposure through pathways not involving slow releases to groundwater. For example, the rapid evaporation of volatile chemicals from a ruptured container, the catastrophic release due to overtopping of a surface impoundment, or runoff erosion from an extreme storm event have the potential to result in short-term acute exposures to humans and environmental receptors. For this reason, EPA has evaluated the potential level of protectiveness of the TC against acute exposures. EPA evaluated the potential for adverse effects associated with acute volatilization of chemicals from land management units. The approach was analogous to the screening-level risk modeling for chronic exposure, except that the short-term releases were calculated and exposure concentrations were compared to short-term exposure standards. This analysis indicates that the short-term concentrations of all of the volatile TC analytes calculated at the fence line were far below applicable short-term exposure standards (in this case, occupational exposure standards).

This simple modeling does not unconditionally eliminate the possibility of adverse effects from acute exposures to the TC analytes. Unusual release events, such as fires, or explosions, could result in higher exposures than calculated assuming simple volatilization. In addition, high winds or other events could result in high concentrations of particle-bound metals and other non-volatile analytes. The potential for these kinds of release events strongly depends on specific waste characteristics, site conditions, and management practices.

3.5.7 Potential Risks to Ecological Receptors from TC Analytes

Risks to non-human receptors are the final category of risks evaluated by EPA. Like the inhalation, surface water, and indirect pathway risks, they were not expressly factored into the derivation of the regulatory levels for the TC analytes. While a substantial number of the TC chemicals are toxic to ecological receptors, the protection of ecological receptors was not a specific concern in the rulemaking. This section discusses potential gaps in the TC characteristic associated with harm to ecological receptors.

Many of the same factors that contribute to potential risks for human receptors also contribute to potential risks for ecological receptors. Generally, harm to environmental receptors requires release of chemicals from containment and transport to sensitive receptors without extensive degradation or extreme dilution, just as in the case of human health risks. Thus, the physical properties of chemicals that contribute to persistence and transport in the environment, as shown in Exhibit 3-9, are indicators of potentially significant risks for ecological receptors. The fact that most of the persistent chemicals with high bioconcentration potentials are also pesticides, which are toxic to certain plants, insects, or other animals, adds to the potential risks.

The degree of protection of ecological receptors afforded by the TC leachate concentrations does not appear very high for many of the most toxic pesticides. Exhibit 3-10 compares the TC regulatory levels to two basic measures of potential aquatic toxicity, the acute and chronic Ambient Water Quality Criteria (AWQC) for the protection of aquatic life. It shows that, for many analytes, the allowable leachate concentrations are many orders of magnitude above the corresponding AWQC.

The shaded boxes in the table identify TC analytes with regulatory levels greater than 1,000 times the AWQC. The chemicals falling into this category again include the chlorinated pesticides, chlorobenzene, lead, mercury, silver, and 2,4,5-trichlorophenol. This ratio indicates that if the TC analytes were released from wastes to groundwater and from there discharged to surface water, a dilution of at least 1,000-fold would be required to reduce the concentration to levels not harmful to aquatic biota. Such a scenario may be unlikely, however, because, as noted above, these chemicals tend to bind strongly to soil and do not move readily in groundwater. (As is discussed in more detail in Chapter 2, however, some of these chemicals were found in groundwater at concentrations above health-based levels in the descriptions of environmental releases from non-hazardous industrial waste management units.)

In a more likely scenario, the high ecotoxicity of these chemicals means that runoff transport of particulate wastes at concentrations not considered hazardous under the TC could cause adverse effects in water bodies near management units. As noted above, the concern for runoff exposures is borne out to some extent by the proposed HWIR-Waste modeling, where proposed exit levels are driven by this pathway for disposal in waste piles and land application units. In the case of silver and endrin (two of the chemicals in shaded boxes in Exhibit 3-10), the proposed exit levels were driven by runoff releases to surface water.

Summary. Based on these findings, it appears that the level of protectiveness of the TC is not very high for some non-human receptors. At a minimum, the ecotoxicity parameters suggest a potential concern associated with the aquatic toxicity of chlorinated pesticides, as well as a few other chemicals. The severity of these potential gaps is addressed in more detail in later chapters.

3.6 Potential Gaps Associated with TCLP

This section reviews the technical basis for the Toxicity Characteristic Leaching Procedure (TCLP) and discusses potential problems associated with its use based on a brief review of available literature and data. Specifically, this section focuses on whether the TCLP fails to accurately predict releases from identified classes of wastes into groundwater and non-groundwater pathways.

3.6.1 TCLP Background

In 1980, prior to development of the TCLP, the Agency adopted the Extraction Procedure (EP) to identify wastes likely to leach hazardous concentrations of particular toxic constituents into the groundwater under conditions of improper management.³⁰ In 1986, the Agency proposed a modified leaching procedure, the TCLP, to replace the EP.³¹ The Agency promulgated the final rule on the

³⁰ 45 *Federal Register* 33110, May 19, 1980.

³¹ 51 *Federal Register* 21648, June 13, 1986.

Exhibit 3-10
Ratios of TC Leachate Regulatory Levels to
Ambient Water Quality Criteria for Aquatic Life^a

Chemical	Freshwater AWQC Concentration (ug/l)		TC Regulatory Level (mg/l)	TC Leachate Concentration (ug/l)	Ratio of TC Regulatory Level to AWQC
	Acute	Chronic			
Arsenic	850	190	5	5000	26
Barium	--	--	100	100000	NA
Benzene	5300	--	0.5	500	0.09 ^b
Cadmium	3.9	1.1	1	1000	909
Carbon tetrachloride	35200	--	0.5	500	0.01
Chlordane	2.4	0.0043	0.03	30	6.98E+04
Chlorobenzene	250	50	100	100000	2.00E+04
1,4 Dichlorobenzene	250	50	7.5	7500	150
Chloroform	28900	1240	6	6000	4.8
Chromium	1700	210	5	5000	24
Chromium VI	16	11	---	5000	455
o-Cresol	--	--	200	200000	NA
m-Cresol	--	--	200	200000	NA
p-Cresol	--	--	200	200000	NA
Cresol	--	--	200	200000	NA
2,4-D	--	--	10	10000	NA
1,2-Dichloroethane	118000	20000	0.5	500	0.025
1,1 Dichloroethylene	--	--	0.7	700	NA
2,4-Dinitrotoluene	330	230	0.13	130	0.57
Endrin	0.18	0.0023	0.02	20	8.70E+04
Heptachlor	0.52	0.0038	0.008	8	2.11E+04
Heptachlor epoxide	0.52	0.0038	0.008	8	2.11E+04
Hexachlorobenzene	6	3.68	0.13	130	35

Exhibit 3-10 (continued)
Ratios of TC Leachate Regulatory Levels to
Ambient Water Quality Criteria for Aquatic Life

Chemical	Freshwater AWQC Concentration (ug/l)		TC Regulatory Level (mg/l)	TC Leachate Concentration (ug/l)	Ratio of TC Regulatory Level to AWQC
	Acute	Chronic			
Hexachloro-1,3-butadiene	90	9.3	0.5	500	54
Hexachloroethane	980	540	3	3000	5.6
Lead	82	3.2	5	5000	1.56E+04
Lindane	2	0.08	0.4	400	5.00E+04
Mercury	2.4	0.012	0.2	200	1.67E+05
Methoxychlor	--	0.03	10	10000	3.33E+06
Methyl ethyl ketone	--	--	200	200000	NA
Nitrobenzene	27000	--	2	2000	0.07 ^a
Pentachlorophenol	20	13	100	100000	7.69E+04
Pyridine	--	--	5	5000	NA
Selenium	20	5	1	1000	200
Silver	4.1	0.12	5	5000	4.17E+05
2,4,5-TP (Silvex)	--	--	1	1000	NA
Tetrachloroethylene	5280	840	0.7	700	0.83
Toxaphene	0.73	0.0002	0.5	500	2.50E+07
Trichloroethylene	45000	21900	0.5	500	0.02
2,4,5-Trichlorophenol	100	63	400	400000	6.35E+04
2,4,6-Trichlorophenol	--	970	2	2000	2.1
Vinyl chloride	--	--	0.2	200	NA

Notes:

- ^a Shaded rows indicate that the ratio of the TC regulatory level to the AWQC for the analyte exceeds 1,000.
^b Indicates ratio is to acute AWQC.

application of the TCLP in 1990.³² In finalizing the TCLP, the Agency intended to improve the leachate test procedure and eliminate some of the analytical difficulties involved in the EP.

The TCLP is used to quantify the extractability of certain hazardous constituents from solid waste under a defined set of laboratory conditions. This test is used to evaluate the leaching of TC metals, volatile and semivolatile organic compounds, and pesticides from wastes. In principle, this procedure simulates the leaching of constituents into groundwater under conditions found in a municipal solid waste (MSW) landfill. The TCLP, however, does not simulate the release of contaminants to non-groundwater pathways. The TCLP is most commonly used by EPA and state agencies to evaluate the leaching potential of wastes, and for determining toxicity. The TCLP is promulgated in Appendix II of 40 CFR Part 261.24(a) and has been designated as EPA Method 1311 in "Test Methods for Evaluating Solid Waste, Physical/Chemical Methods - SW-846."

In the TCLP, liquid wastes (those containing less than 0.5 percent dry solid material) are "extracted" by filtering the wastes through a 0.6 to 0.8 μ glass fiber filter. Non-liquid samples (those containing greater than or equal to 0.5 percent dry solid material) are:

- Reduced to a particle size of less than 9.5 mm (liquid, if any, is separated from the solid phase) and extracted with an acetate buffer solution with either a pH of 5 or an acetic acid solution with a pH of 3, depending on the alkalinity of the waste (wastes with a pH of 5 and above are extracted with the acetic acid solution);
- A liquid-to-solid ratio of 20:1 is used for an extraction period of 18 hours; and
- The leachate is filtered and combined with the liquid portion of the wastes, if necessary.

Contaminant analyses then are conducted on the extracts of the liquids and non-liquids.

3.6.2 Limitations of the TCLP

The Agency reviewed TC constituent and concentration data collected on releases from the non-hazardous industrial waste management units discussed in Chapter 2 (see Exhibit 2-5). These data show that, of the 15 TC constituents detected in at least three case studies, eight are present in groundwater at levels much higher than their TC levels.³³ If the wastes passed the TCLP before being placed in the management units, this could indicate that the TCLP underestimated the long-term releases for certain classes of wastes. One of the major limitations of these data, however, is that they may not reflect current waste analysis or management practices. For example, some data represent releases from waste disposal that occurred prior to implementation of the TCLP, and thus some of the releases that exceed TC levels could be due to problems with other extraction procedures or to the lack of any testing procedure. Nevertheless, some site data (not reported in Chapter 2) exists that may represent problems with the TCLP. For example, the kiln residues from the treatment of spent

³² 55 *Federal Register* 11827, March 29, 1990.

³³ Note that the majority of these data were collected from on-site groundwater monitoring wells and not from drinking water wells, and therefore actual risks likely are lower than would be indicated by these data.

aluminum potliners at one facility are disposed in a monofill as non-hazardous wastes.³⁴ EPA approved a delisting petition for the kiln residue waste based on TCLP data that showed the target constituents in the TCLP extract to be below treatment standards (which, for the TC constituents, are lower than the TC regulatory levels). When the leachate from the monofill was analyzed, however, levels of arsenic were found to be higher than its TC level. Other hazardous constituents, including cyanide and fluoride, were also found at levels higher than those predicted by the TCLP.

Several technical and practical issues have been raised by the regulated community and others regarding the applicability of the TCLP for identifying hazardous waste. A number of comments were submitted to the Agency in response to the June 13, 1986 proposal to replace the EP with the TCLP. The Agency responded to the comments in the final rule, but also decided to continue to address commenters concerns and further evaluate modifications to the TCLP. The Agency stated that further improvements in the TCLP will be proposed as they are developed. Subsequent to that rulemaking, additional concerns have been raised by commenters during later rulemakings (e.g., rules addressing newly listed or identified wastes).

Some of the key issues regarding the TCLP identified from these comments on various rulemakings and from other sources are outlined below.³⁵

TCLP underestimates leachate from some high alkaline wastes or environments. The high alkalinity of some wastes may make the TCLP an inappropriate predictor of leachate composition. For example, the addition of acid during the TCLP might not reduce the pH of high alkaline waste to the same level as would occur over time in the environment. Thus, long-term leachate concentrations of constituents that are insoluble at higher pH ranges may be underestimated in the TCLP leachate compared to the actual leachate from the industrial landfills where a long-term acid environment (e.g., from acidic rain water) is present.

Some toxic metal constituents are more mobile at both the higher and the lower pH ranges. For example, studies show that leaching of metals such as cadmium, chromium, and lead typically is limited when the pH is in the range of about 8 or 9, but can increase significantly when the pH either increases or decreases.³⁶ Thus, if a waste is highly alkaline (e.g., pH >11) and the TCLP acidic leaching medium lowers the pH to only about 8 or 9, then the concentrations of these metals in the TCLP leachate could be significantly lower than would occur from either a highly alkaline or a highly acidic environment (depending on a number of factors, such as characteristics of any co-disposed wastes, type of treatment, and characteristics of the soil and rain water).

³⁴ Lester Sotsky, Arnold & Porter, "Reynolds Metal Company's Gum Springs Facility," Memorandum to Steven Silverman, U.S. EPA, September 26, 1996.

³⁵ Note, however, that this list of issues is not meant to be comprehensive. Other issues, such as the potential overestimation of the dilution simulated by the TCLP, may need further study.

³⁶ van der Sloot, H.A., G.J. de Groot, and J. Wijkstra, "Leaching Characteristics of Construction Materials and Stabilization Products Containing Waste Materials," in P.L. Cote and T.M. Gilliam, eds., Environmental Aspects of Stabilization and Solidification of Hazardous and Radioactive Wastes, ASTM STP 1033, American Society for Testing and Materials, Philadelphia, Pennsylvania, 1989; and Willis, et al., "When the TCLP Is Not Enough: Leaching Tests for Solidification/Stabilization Technologies," Hazardous Materials Controls/Superfund 1991, Proceedings of the 12th National Conference, Hazardous Materials Control Research Institute, pp. 385-388, December 3-5, 1991.

Several commenters to the June 13, 1986 TCLP proposal expressed concern regarding the application of the TCLP to alkaline wastes. They noted that no high alkaline wastes were included in the development of the TCLP and, therefore, no conclusions could be made concerning the actual behavior of these wastes. The MEP, described in the text box, is one test that the Agency and others use that may better simulate the long-term leaching behavior of such wastes.

TCLP underestimates the leachate concentrations from oily wastes and some paint wastes. Several reports indicate that oily and some paint wastes tend to clog the filters used to separate the extract from the solids prior to analysis, resulting in under-reporting of the extractable constituent concentrations.³⁷ Several commenters on the June 13, 1986 TCLP proposal noted that, in the development of the TCLP, the Agency tested only 11 wastes.³⁸ These commenters argued that increasing the variety of wastes (to include oily wastes, organic chemical wastes, and municipal wastes) and the number of extractions performed could refine the TCLP and enhance its accuracy.

Multiple Extraction Procedure (MEP)

The MEP involves an initial extraction with acetic acid and at least eight subsequent extractions with a synthetic acid rain solution (sulfuric/nitric acid adjusted to pH 3). The MEP is intended to simulate 1,000 years of freeze and thaw cycles and prolonged exposure to a leaching medium. One advantage of the MEP over the TCLP is that the MEP gradually removes excess alkalinity in the waste. Thus, the leaching behavior of metal contaminants can be evaluated as a function of decreasing pH, where the solubility of most metals increases. Currently, the MEP is used in the Agency's de-listing program.

TCLP may not accurately mimic conditions commonly found in non-hazardous industrial waste disposal. As discussed in the 1980 final EP rule, several commenters responding to the proposed use of the EP for evaluating the leaching of hazardous constituents argued that the co-disposal assumption is not applicable to wastes that are never co-disposed with municipal solid wastes and thus do not leach at the aggressive rates characteristic of co-disposal situations. Thus, the commenters stated, the leachate procedure does not simulate the conditions found in industrial waste monofills. In response, the Agency stated that most wastes, even those that are unlikely to be disposed in a municipal landfill, are likely to come into contact with some form of acidic leaching medium during their management histories or could otherwise encounter environments that could cause the wastes to leach comparable levels of toxic constituents.

This same debate occurred during development of the TCLP, and it continues today. For example, the Lead Industries Association Inc., commenting on the Phase IV supplemental proposed rule,³⁹ cited an EPA study⁴⁰ that stated that acetic acid leaching fluid could selectively solubilize

³⁷ "Preliminary Proposal to Require the TCLP in Lieu of the Waste Extraction Test," Memorandum to James Carlisle, Department of Toxics Substances Control, California EPA, from Jon Marshack, California Regional Water Quality Control Board, December 18, 1995; and U.S. Environmental Protection Agency, Technical Background Document and Response to Comments - Identification and Listing of Hazardous Waste - Method 1311 - TCLP, F-90-TCF-S0004, April 1989.

³⁸ *Ibid.*

³⁹ 61 *Federal Register* 2338, January 25, 1996.

toxicants (specifically lead) and incorrectly classify the material as hazardous when, in fact, no mobilization (leaching) would be expected to occur in the landfill environment. Kennecott Corporation and National Mining Association, also in response to the Phase IV supplemental proposed rule, stated similar concerns. The SPLP (see text box at right) is one test that has been considered for addressing this issue.

TCLP may underestimate the chelation-facilitated mobility of some waste constituents. A recent analysis of the TCLP and Cal WET (see text box at right) indicates that the low chelation⁴¹ activity of the acetate buffer used in the TCLP may underestimate the ability of leachate containing chelating agents to mobilize waste constituents.⁴² Cal WET uses a citrate buffer that approximates the chelation ability of many other compounds of landfill leachate and, thus, overcomes the constraints of the TCLP test.

Synthetic Acid Precipitation Leach Test (SPLP)

The SPLP is similar to the TCLP, but the initial liquid-solid separation step has been eliminated and the acetate buffer extraction fluid has been replaced by a dilute nitric acid/sulfuric acid mixture. The TCLP addresses co-management of industrial and non-industrial wastes in an organic acid environment, a scenario that does not match the disposal setting of many treated wastes, while the SPLP simulates disposal in an acid rain environment. The SPLP is currently used by several state agencies to evaluate the leaching of TC hazardous constituents from wastes.

TCLP does not account for the oxidation/reduction reactions occurring in landfills. A recent study noted that the addition of iron filings to stabilize foundry sand wastes⁴³ seems to mask the potential leachability of lead by interfering with the TCLP.⁴⁴ If metallic iron (iron filings) are added to the waste, the lead concentration in the TCLP extract may be decreased by an oxidation/reduction reaction to levels below the lead TC level. If, however, the waste is placed in a landfill or surface impoundment, the iron oxidizes over time and loses its ability to further reduce the lead ions. This results in the leaching of lead to the environment.

⁴⁰ U.S. Environmental Protection Agency, "Performance Testing of Method 1312 QA Support for RCRA Testing," p. III, June 1989.

⁴¹ The chelation property of a reagent (such as acetate and citrate) refers to the ability of the reagent to bind with and solubilize metal contaminants. The low chelation ability of acetate buffer might result in fewer metal constituents being leached into the extract.

⁴² "Preliminary Proposal to Require the TCLP in Lieu of the Waste Extraction Test," *supra* footnote 37.

⁴³ Stabilized waste is a concern for the Scoping Study because some non-hazardous industrial waste either is treated (e.g., using stabilization) to reduce the release of hazardous constituents or is derived from characteristically hazardous waste that has been "decharacterized" via treatment.

⁴⁴ Douglas Kendall, "Impermanence of Iron Treatment of Lead-Contaminated Foundry Sand--NIBCO, Inc. Nacogdoches, Texas," National Enforcement Investigations Center--Project PA9, April 18, 1996.

Another recent study reviewed the practice of using iron as an additive in stabilizing paint waste.⁴⁵ The study notes that the iron reduces the lead ions in paint waste to the less soluble metallic lead, which is subsequently removed by filtration from the leachate being analyzed. This use of iron allows the lead-containing waste to pass the TCLP. The study notes, however, that repeated leaching of the same waste sample increases the leaching rate to a point where lead is sufficiently solubilized to exceed the TC regulatory level.

Finally, another study showed that oxidation/reduction potential has a significant effect on leaching of metals from stabilized waste materials.⁴⁶ This study showed that the leaching of chromium increases significantly under highly oxidizing conditions, and the leaching of arsenic, vanadium, lead, and iron increase significantly under reducing conditions.

TCLP may not predict long-term mobility of organic contaminants in some treated⁴⁷ wastes. A fairly recent Superfund Innovative Technology Evaluation (SITE) field evaluation examined the long-term performance of stabilization treatment of lead and other metals, oil and grease, and mixed volatile and semivolatile organic compounds.⁴⁸ Portland cement and a proprietary additive were used as stabilizing agents. Durability was tested with weathering tests by wet-dry and freeze-thaw cycling and by sampling stabilized treated waste after 9 and 18 months of burial. The results showed that organic contaminants were not effectively immobilized (although the testing also showed that lead and other metals remained highly immobilized, the physical properties of the stabilized treated waste deteriorated only slightly, and the porosity decreased).

California Waste Extraction Test (Cal WET)

Cal WET was developed by the State of California to classify hazardous wastes. This test uses sodium citrate buffer as the leachate, a 10:1 liquid-to-solids ratio, and a testing period of 48 hours. Cal WET applies a soluble threshold limit concentration (STLC) as the regulatory standard. STLC standards for metal concentrations in the leachate are similar to those for the TCLP. Cal WET also develops a Total Threshold Limit Concentration (TTLC), which is equivalent to the Total Waste Analysis (TWA) procedure. Cal WET is a more aggressive test when compared to the TCLP. That is, Cal WET almost always extracts higher levels of contaminants, and the citrate buffer used in this test has greater chelation effect than the acetate buffer used in the TCLP.

⁴⁵ Northwestern University, "Chapter 4 - Evaluation of Procedures for Analysis and Disposal of Lead-Based Paint-Removal Debris," Issues Impacting Bridge Painting: An Overview, Infrastructure Technology Institute, FHWA/RD/94/098, August 1995.

⁴⁶ Dusing, D.C., Bishop, P.L., and Keener, T.C., "Effect of Redox Potential on Leaching from Stabilized/Solidified Waste Materials," Journal of Air and Waste Management Association, Vol. 42, N1, p. 56(7), January 1992.

⁴⁷ See footnote 36.

⁴⁸ U.S. Environmental Protection Agency, Office of Research and Development, Technical Resource Document - Solidification/Stabilization and Its Application to Waste Materials, June 1993.

Another study conducted on the long-term leaching performance of commercially stabilized waste demonstrated a highly waste-dependent effect of time on the TCLP results.⁴⁸ In this study, TCLP extraction was performed on both the raw waste and the treated waste. The treated waste consisted of samples at 28, 90, 200, 470, and 650 days after treatment. The results showed that leachate values for some metallic wastes increased over time.

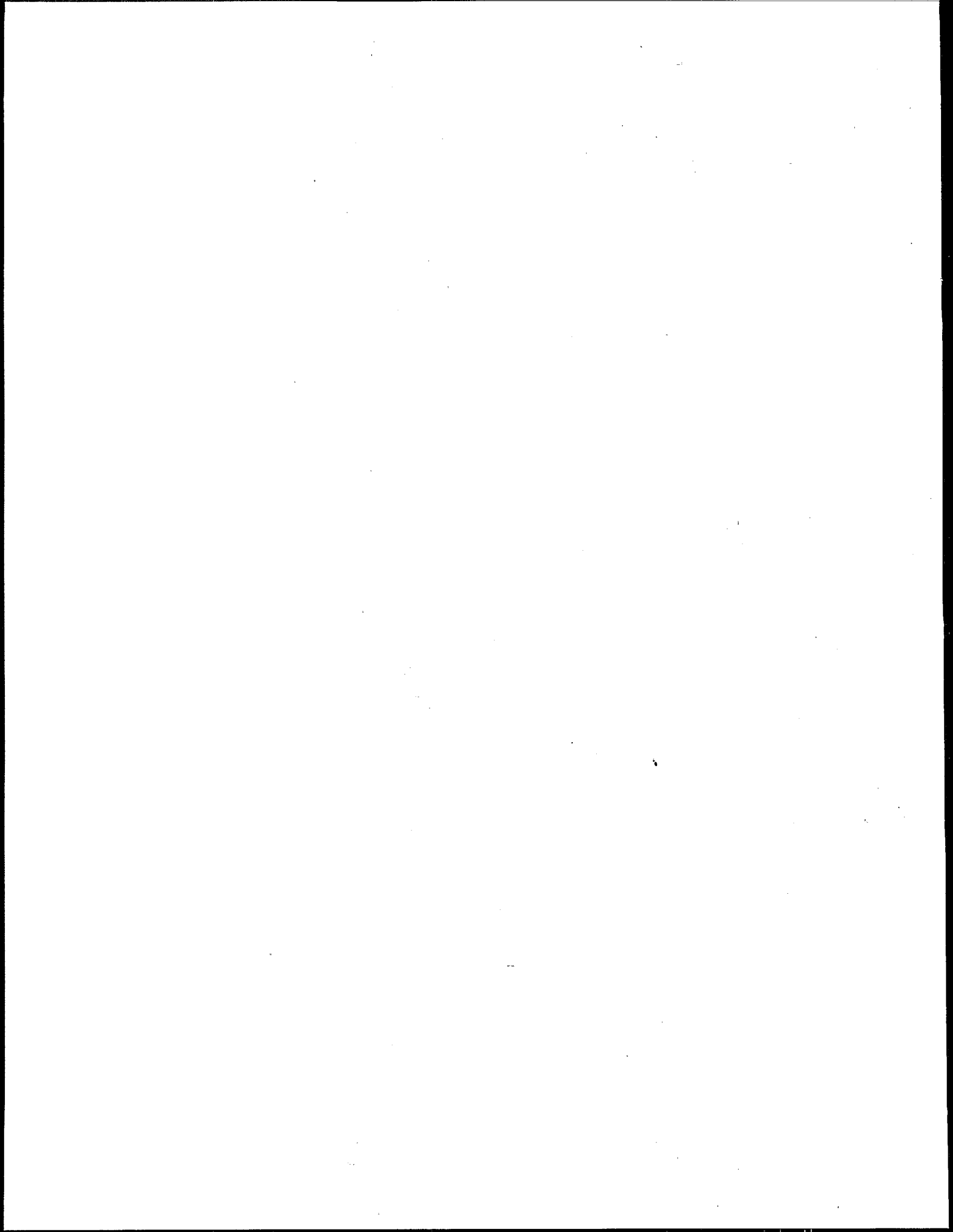
TCLP may not be appropriate for some contaminated soil. The Michigan Department of Natural Resources (MDNR) believes that the TCLP is not appropriate for soils contaminated with cyanides, sulfides, and hexavalent chromium.⁴⁹ Furthermore, MDNR reports that the SPLP (see previous text box) more accurately simulates the conditions of contaminated soil and therefore is an appropriate alternative test for soil contaminated with cyanides, sulfides, and hexavalent chromium.

TCLP does not predict releases to non-groundwater pathways. As discussed in Section 3.4, the TCLP was designed to simulate the leaching of waste constituents to groundwater and not for releases to non-groundwater pathways. The TCLP does not simulate the release of volatile organic contaminants into air either directly or through entrained dust, nor does it simulate releases through surface runoff.⁵⁰

⁴⁸ Perry, K.J, Prange, N.E., and Garvey, W.F., "Long-Term Leaching Performance for Commercially Stabilized Waste," Stabilization and Solidification of Hazardous, Radioactive, and Mixed Wastes, Vol. 2, ASTM STP 1123, T.M. Gilliam and C.C. Wiles, Eds, American Society for Testing and Materials, Philadelphia, pp. 242-251, 1992.

⁴⁹ Alternate Soil Leaching Procedures, Interoffice Memorandum to the Environmental Response Division Staff from Alan J. Howard, Environmental Response Division, Michigan Department of Natural Resources, January 5, 1995.

⁵⁰ The TCLP does account for the loss of volatile contaminants that occur during the liquid/solid separation and extraction process; however, this is only for correcting the leachate concentration, not for simulating releases to air.



CHAPTER 4. POTENTIAL GAPS ASSOCIATED WITH NON-TC CHEMICALS

This chapter identifies potential gaps in the hazardous waste characteristics associated with chemicals not on the toxicity characteristic list. Chemicals and chemical classes are identified as potential gaps based on their hazardous properties such as toxicity to humans and ecological receptors, their fate and transport properties such as persistence and bioconcentration potential, and their potential for occurrence in non-hazardous industrial wastes. This approach to identifying gaps is complemented by the approach discussed in Chapter 5, which identifies gaps in terms of the important environmental risks and their potential association with waste management, rather than focusing on specific chemicals.

4.1 Overview of Methodology

EPA identified potential gaps in the characteristics associated with non-TC chemicals through a six-step process, as shown in Exhibit 4-1. Each of these steps is described below.

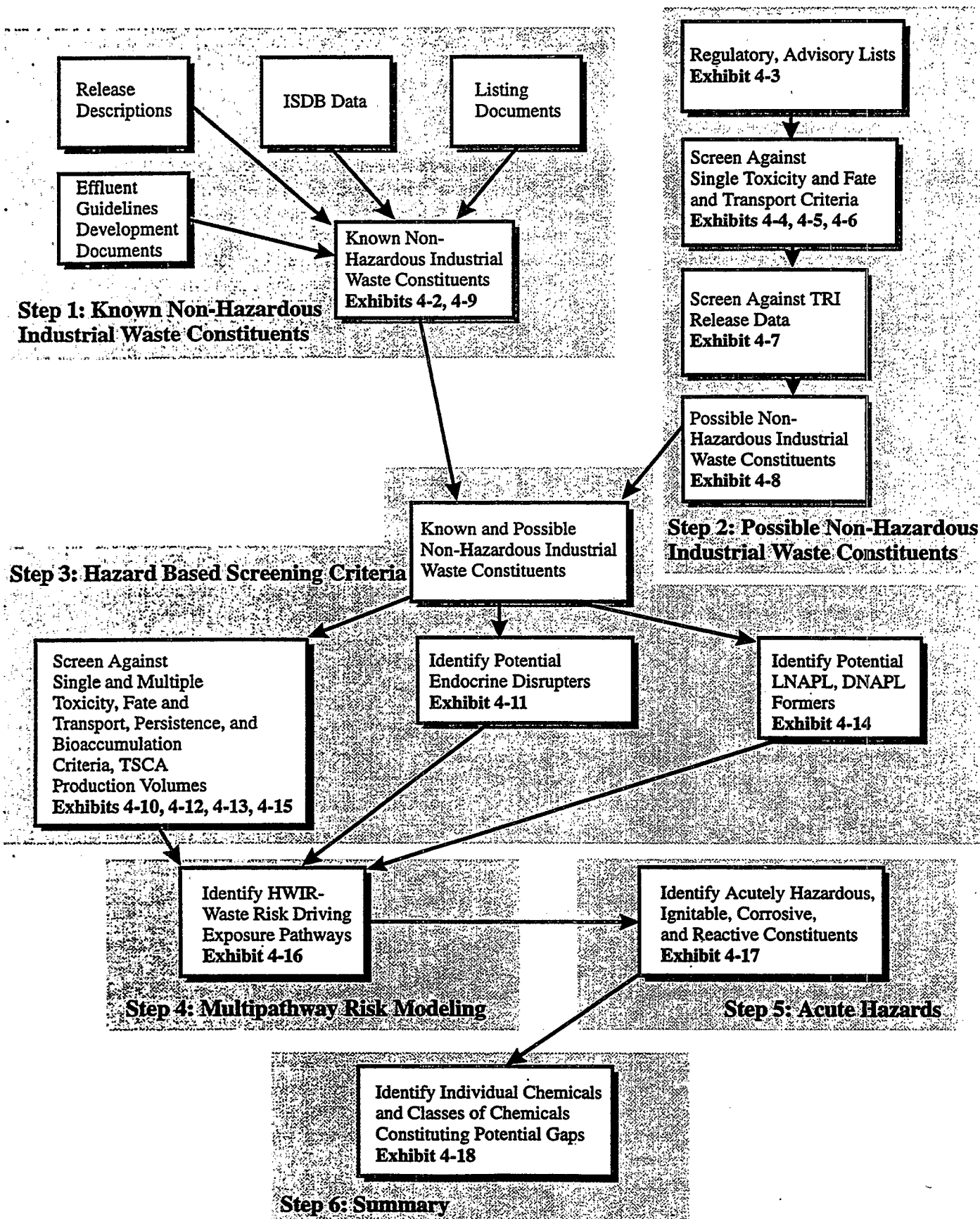
Step 1: Identify and Classify Known Non-Hazardous Industrial Waste Constituents

An essential task in this analysis is identifying a universe of chemicals that are either known or likely to be present in non-hazardous industrial wastes, excluding TC analytes (which are addressed in Chapter 3). In the analysis that follows, these two classes of chemicals are referred to as known non-hazardous industrial waste constituents and possible non-hazardous industrial waste constituents, respectively. As described in Section 4.2, the identification of the "known" non-hazardous constituents is relatively straightforward, although reliable data on the composition of non-hazardous industrial waste are limited. The data sources used to identify these constituents are shown in the top panels of Exhibit 4-1. They are the non-hazardous industrial waste release descriptions (discussed in Chapter 2), the Industrial Studies Data Base (ISDB), Effluent Guidelines Development Documents, and Listing Documents from recent rulemakings for dyes and pigments and solvent wastes. As discussed in Section 4.2, the distinguishing characteristic that makes a chemical a "known" non-hazardous industrial waste constituent is that it has been documented through direct chemical analysis to occur either in non-hazardous industrial waste or in environmental media contaminated by releases from non-hazardous industrial waste management units.

Step 2: Identify and Screen Possible Non-Hazardous Industrial Waste Constituents

In addition to the chemicals that are known to be present in non-hazardous industrial wastes, EPA identified other chemicals that have a high likelihood of being present in such wastes and could pose significant risks to human health or the environment. Unlike the known non-hazardous industrial waste constituents, however, the possible waste constituents have not been confirmed as non-hazardous industrial waste constituents through direct chemical analysis in any of the data sources used by the Agency. To identify non-hazardous industrial waste constituents that could pose risks to human health or ecological receptors, the Agency reviewed 36 lists of chemicals created for regulatory and advisory purposes by EPA, other federal agencies, states, other countries, and advisory and scientific bodies. These lists were originally created based on criteria such as toxicity, fate and transport characteristics, production volume, widespread use, and detection in environmental media.

Exhibit 4-1 Flow Chart of Procedures Used to Identify Non-TC Chemicals Posing Potential Gaps in the TC Characteristics



Rather than include all the chemicals on these lists as possible non-hazardous industrial waste constituents, EPA narrowed the list of chemicals to those most likely to pose significant risks to human health and the environment. The screening was performed in two steps, as shown in the upper right-hand panels of Exhibit 4-1. First, chemicals were screened with regard to individual toxicity and fate and transport properties. Then, the resulting high-hazard chemicals were screened against 1994 national Toxic Release Inventory (TRI) release data, serving as a proxy for potential occurrence in waste. Section 4.3 describes the process of compiling and screening possible non-hazardous industrial waste constituents.

Step 3: Apply Hazard-Based Screening Criteria

In this step, which is described in detail in Section 4.4, EPA compared the lists of known and possible non-hazardous industrial waste constituents and screened them against single and multiple hazard-based screening criteria. In Step 2, individual chemicals that are possible non-hazardous industrial waste constituents were screened on the basis of single indicators of hazard (e.g., a low reference dose or a high bioconcentration factor). This step refines this analysis by examining both the known and possible non-hazardous industrial waste constituents against single and multiple indicators of toxicity, fate, transport, and occurrence in waste, and by reviewing the implications of this screening for classes of chemicals.

Step 4: Review Relevant Multipathway Risk Modeling Results

Section 4.5 reviews the results of the multipathway risk modeling conducted as part of the proposed HWIR-Waste (Hazardous Waste Identification Rule for Process Wastes) determination of exit levels, where available for chemicals on the combined list of known or possible non-hazardous industrial waste constituents. The proposed exit levels and risk-driving pathways provide information on the relative risks posed by the various constituents and on the most important exposure pathways.

Step 5: Identify Potential Acute Hazards

In the prior steps, the evaluation of potential hazards associated with the possible and known non-hazardous industrial waste constituents has focused on chronic toxic effects. In Section 4.6, the possible and known constituents are compared to acutely hazardous chemical lists developed by EPA and other regulatory agencies. This analysis thus addresses risks from acute exposures and from physical hazards associated with reactivity, flammability, and corrosivity.

Step 6: Summarize Findings

Chapter 4 concludes by identifying non-TC chemicals and groups of chemicals that constitute potential gaps in the hazardous waste characteristics. Section 4.7 presents a table identifying these potential gaps, the rationale for their identification, and the major issues and data gaps remaining to be resolved to judge the severity of these potential gaps.

4.2 Identify and Classify Known Constituents of Non-Hazardous Industrial Wastes

Chemicals present in non-hazardous wastes that have been released from non-hazardous industrial waste management units into the environment may constitute potential gaps in the hazardous waste characteristics. This section reviews the available evidence concerning such chemicals. Reliable data concerning the chemical composition of non-hazardous industrial wastes, however, are quite

limited for two major reasons. First, such wastes may be generated by virtually any industrial facility or operation and are inherently heterogeneous. Second, state requirements to analyze non-hazardous industrial wastes and to report analytical results are quite limited.

In the course of this Scoping Study, the Agency identified four sources of information regarding the composition of non-hazardous industrial wastes:

- The descriptions of environmental releases from non-hazardous industrial waste management facilities, compiled as part of this Scoping Study, which were summarized in Chapter 2;
- The Industrial Studies Data Base (ISDB), which includes information on point of generation constituent concentrations on various industries;
- Chemicals identified as being present in liquid non-hazardous wastes by EPA Effluent Guideline Development Documents, as summarized in the Capacity Analysis for the Phase III Land Disposal Restrictions (LDR) Rule; and
- Chemicals identified as being present in non-hazardous industrial waste that were not listed as hazardous wastes in background documents for recent Agency listing/no-listing proposals for pigments and dyes industries and for solvents.

The first source provides information on chemicals detected in environmental media (primarily groundwater) that were released from non-hazardous industrial waste management facilities, while the other three sources provide information on the composition of non-hazardous industrial wastes. Although not reflected in this Study, in future investigations the Agency will consider examining the constituents present in remediation waste from non-hazardous industrial waste management units.

The descriptions of environmental releases in Chapter 2 identify the constituents found in environmental media near non-hazardous industrial waste management units, their maximum detected concentrations, the types of units from which the releases occurred, and the industries responsible for the releases. The release descriptions provide direct evidence of potential environmental exposure to non-hazardous industrial waste constituents and damage to human health and the environment. They, however, do not encompass all instances where non-hazardous industrial waste management has resulted in releases to the environment or other potential risks. As noted in Chapter 2, the release descriptions come from only a small proportion of the states. However, they do represent a large proportion of the readily identifiable releases from facilities regulated by state non-hazardous industrial waste programs.

In addition, some types of occurrences (e.g., fires and explosions) and units (e.g., waste piles) are generally not regulated by these state programs, and would not show up in the records EPA examined. The quantitative data from these descriptions generally were limited to groundwater monitoring results. Few releases to other media were identified. In addition, the chemicals identified tend to be those whose monitoring is required under existing regulatory programs. The potential for identifying chemicals not already recognized as hazardous is therefore limited. Finally, the data sources evaluated did not provide useful information on various types of uses constituting disposal, such as cement additives, soil amendments, or aggregate.

The ISDB was the second source of data used to identify known waste constituents. EPA has maintained this data set since 1982. It contains information on point-of-generation constituent concentrations for 16 industries. The sources of information include RCRA Section 3007 questionnaires, plant visit reports, sampling and analysis reports, and engineering analysis. Its major limitations include data that are sometimes more than 15 years old and the coverage of only selected industries.

The third data source was information gathered by EPA's Office of Water in preparing Effluent Guidelines Development Documents. These data are summarized in OSW's Capacity Analysis Background Document for the Phase III LDR.¹ The data describe the composition of non-hazardous industrial wastewaters generated by major industry groups. These wastewater data are of varying age, and therefore their continued representativeness is unclear. Also, the number of analytes in the database is quite limited. As seen below, a very high proportion of the waste constituents identified in this source also are identified in one or both of the two data sources described above. Thus, the effluent guidelines data serve mainly to confirm data from the other sources.

The Agency also reviewed two recent proposed listing decisions for hazardous wastes, those for solvent wastes and for wastes from the dyes and pigments industries. Several additional chemicals were identified as being constituents of unlisted (non-hazardous) solvent waste streams that were not found in any of the other data sources: 2-methoxyethanol, 2-ethoxyethanol acetate, cyclohexanol, isophorone, and diethylamine.² No non-hazardous industrial waste constituents from the dyes and pigments industry were identified, because all of the data concerning the compositions and generation rates of these wastes were held as confidential by the industries that submitted data.³

Excluding TC analytes, which are addressed in Chapter 3, a total of 146 chemicals were identified in the release descriptions, 183 in the ISDB, and 19 in the effluent guidelines data. An additional five unique constituents were found in the listings background document. Overall, a total of 250 unique chemicals were identified.

The chemicals and waste constituents identified in the three data sources are sorted into major chemical classes and shown in Exhibit 4-2. These constituents span a wide range of chemical classes. Even with a number of possibly redundant entries, the most common category of chemicals was metals and inorganics, with 48 chemicals. Other prominent families of chemicals included volatile chlorinated organics (38), other semivolatile organics (46), other volatile organics (45), and pesticides and related compounds (29). Included among the chlorinated organics are several trihalomethanes and two chlorofluorocarbons. The "other semivolatile" category contains a wide range of compounds, many of which are found only in the ISDB data. The pesticides category contains mostly chlorinated organic pesticides and intermediates, but also contains some nonchlorinated compounds.

¹ U.S. Environmental Protection Agency, Office of Solid Waste, Background Document for Capacity Analysis for Land Disposal Restrictions Phase III - Decharacterized Wastewaters, Carbamate Wastes, and Spent Potliners (Final Rule), Volume 1, February 1996.

² U.S. Environmental Protection Agency, Office of Solid Waste, Assessment of Risks from the Management of Used Solvents (Draft), May 3, 1996.

³ U.S. Environmental Protection Agency, Office of Solid Waste, Listing Background Document: Final Hazardous Waste Listing Determination for the Dyes and Pigments Industries, November 30, 1994, non-confidential business information version.

Less prominent categories of chemicals include the PAHs (18 compounds), volatile hydrocarbons (12), phenolic compounds (8), and phthalate esters (6). The PAHs range from low-molecular weight, noncarcinogenic compounds (such as naphthalene) to the higher molecular weight carcinogens and mutagens (such as benzo(a)pyrene). All but one of the volatile hydrocarbons (styrene) are commonly found as constituents in kerosene, gasoline, and related fuels. Styrene is a monomer used in plastics production. The phenolic compounds include creosote components (cresols) and two nitrophenols. Most of the phthalate esters are found in all the first three data sources, including the suspect carcinogen bis-(2-ethylhexyl)-phthalate. Polychlorinated biphenyls (PCBs) and chlorinated dioxins (represented by 2,3,7,8-TCDD) were found in the ISDB.

The number of compounds in the various categories does not necessarily reflect the relative potential importance of the chemicals or categories. As noted above, some chemicals occur only in one database, while others occur in two, three, or all four. In addition, some chemicals occur in more than one release description, that is, at more than one facility, or are identified as waste constituents from more than one industry group. Except for the chemicals in the release descriptions, there is no indication of the relative concentrations of the chemicals in wastes.

Given the wide range of chemical classes represented in the lists, and the relatively small total number of non-TC chemicals in the four datasets (250), the Agency found no convincing reason to eliminate any candidate chemicals from inclusion in the gaps analysis. Given that toxicological and fate and transport data are available for most of these chemicals, all the chemicals were carried forward for further analysis.

4.3 Identify Possible Non-Hazardous Industrial Waste Constituents of Potential Concern

This section describes the approach to identifying additional chemicals that might constitute potential gaps in the hazardous waste characteristics. Unlike the previous analysis, which began with four relatively narrow and specific data sources, this analysis begins with a wide range of data sources, in order to avoid excluding chemicals of potential concern. Subsequently, a substantial proportion of the large universe of chemicals are screened out on the basis of toxicity, fate and transport characteristics, and potential for occurrence in waste. A large portion also could not be evaluated because of a lack of data. The result is a focused list of possible non-hazardous industrial waste constituents that could pose significant risks to human health or the environment. The list of possible non-hazardous industrial waste constituents supplements the list of known non-hazardous industrial waste constituents developed in the previous section.

4.3.1 Approach to Identifying Potentially Hazardous Chemicals

Excluding TC analytes, EPA identified over 2,300 distinct chemicals from 36 regulatory and advisory lists originally created by EPA, other federal agencies, state and national regulatory agencies, and special environmental task forces and advisory bodies. Exhibit 4-3 identifies these lists. The RCRA regulatory lists included are the 40 CFR 261 Appendix VII and VIII lists of hazardous waste constituents, the proposed HWIR-Waste Chemicals, and the HWIR-Media "Bright Line" chemicals. Other major federal regulatory lists include the Clean Water Act Section 307 Toxic Pollutants and Section 311(b)(2) Hazardous Substances, the CERCLA list of hazardous substances with reportable quantities, the Emergency Planning and Community Right-to-Know (EPCRA) Toxic Chemicals and Extremely Hazardous Substances lists, the Clean Air Act Amendments Section 112(b) Hazardous Air Pollutants and Section 112(r) Regulated Toxic Substances, and chemicals for which OSHA has published Permissible Exposure Limits (PELs). The U.S. Department of Transportation (DOT)

Exhibit 4-3. Lists Used to Identify Possible Non-Hazardous Industrial Waste Constituents

RCRA Section 3001 Hazardous Waste, 40 CFR Part 261, Appendix VII
RCRA Section 3001 Hazardous Waste, 40 CFR Part 261, Appendix VIII
CWA Section 307 Toxic Pollutants
CWA Section 311(b)(2)(A) List of Hazardous Substances
CERCLA Hazardous Substances Reportable Quantity List
CAA Section 112(b) Hazardous Air Pollutants
CAA Section 112(r) Regulated Toxic Substances
HWIR-Media (Bright-Line) Chemicals
HWIR-Waste Chemicals
HWIR-Waste Ecotoxicity Chemicals
OSHA Permissible Exposure Limits for Chemicals
EPCRA Section 302 Extremely Hazardous Substances
EPCRA Section 313 Toxic Chemicals List
Industrial Studies Data Base
Canada's Toxic Substances Management Policy
Canadian ARET Toxics Scoring Protocol (A1-A2 LISTS)
Canadian ARET Toxics Scoring Protocol (B1 LIST)
Canadian ARET Toxics Scoring Protocol (B2 LIST)
Canadian ARET Toxics Scoring Protocol (B3 LIST)
Chemicals on Five or More Lists for Short-Term Exposure
Criteria to Identify Chemicals for Sunsetting in Great Lakes Basin
Deferred Toxicity Characteristic Chemicals
Effluent Guidelines Chemicals
Potential Endocrine Disruptors
EPA Hazardous Substance Task Force (Levels 1 and 2)
FIFRA Active Ingredients
Focus Chemicals for the Great Waters Study (USEPA 1991)
Great Lakes Water Quality Agreement Standard Methods Chemicals
Highly Flammable Chemicals (Based on Several Lists)
Highly Reactive Chemicals (Based on Several Lists)
Michigan Critical Materials Register
Persistent Bioaccumulative Chemicals Screening
Proposed Water Quality Guidance, Great Lake Systems (1994)
UN ECE Task Force on Persistent Organic Pollutants (1993)
University of Tennessee Chemical Ranking System (1994)
DOT Hazardous Materials Transportation Act, Hazardous Materials Regulations^a

Notes:

^a Data base searched manually.

Hazardous Materials Transportation Act (HMTA) Hazardous Materials Registry (HMR) also was used to identify potential gap chemicals, but could not be directly included in the database in time because of format differences in the available machine-readable forms of the list.

Some of the advisory lists that were included are the 1992 EPA Hazardous Substance Task Force's⁴ Level 1 and Level 2 hazardous chemicals that were identified as not being controlled under RCRA or DOT regulations, the Focus Chemicals for the Great Waters Study,⁵ chemicals identified by Environment Canada under the ARET Toxics Scoring Protocols, chemicals identified by the University of Tennessee Chemical Ranking System, and the Michigan Critical Materials Register. Some lists address specific types of hazards, such as potential endocrine disruptors, acutely toxic chemicals, highly flammable chemicals, and highly reactive chemicals. Brief descriptions of the lists and the selection criteria that were applied to derive them are provided in "Background Document: Identification of Chemicals from Regulatory and Advisory Lists Representing Potential Gaps in the Hazardous Waste Characteristics."⁶

Naturally, there is a high degree of overlap among the chemical lists. Some lists are subsets of, combinations of, or otherwise derived from other lists. Nonetheless, the chemicals identified represent a very broad spectrum of potential hazards. High-volume and highly toxic chemicals appear on many lists, as do acutely toxic, flammable, and reactive chemicals. Several lists specifically seek to include carcinogens, mutagens, and teratogens. Some lists are derived based on considerations of ecotoxicity, persistence, and bioaccumulation potential, or based on specific environmental media or geographical concerns. The overall goal in the Scoping Study was to identify the broadest possible set of chemicals of potential concern, and then to screen them down to the chemicals with the highest potential to pose risks to human health or the environment.

4.3.2 Screening Approach

EPA performed the hazard-based screening of potentially hazardous constituents in two steps. First, the entire list of chemicals was screened against criteria related to toxicity to humans and aquatic organisms and separately against various fate and transport criteria. Chemicals for which data were not available for at least one of these criteria were not included in further analysis. In the second step, EPA took all of the chemicals identified as either highly toxic, mobile, persistent, or bioaccumulative and first screened them against the proxy for occurrence in waste, namely the TRI release data. Any chemical passing this screen has a high potential for occurrence in waste and was identified as a possible non-hazardous industrial waste constituent. Chemicals were also retained in the analysis if they were not on the TRI list. Only the chemicals confirmed as having low releases through the TRI data were eliminated from being possible constituents.

The criteria considered for use in screening (both the possible constituents described in this section and the combined lists discussed in Section 4.4) are summarized in Exhibit 4-4. These criteria were derived using professional judgment to provide a reasonable level of discrimination between

⁴ U.S. Environmental Protection Agency, Office of Solid Waste and Emergency Response, Report of the EPA Hazardous Substances Task Force, April 1992.

⁵ U.S. Environmental Protection Agency, Office of Air Quality, Planning and Standards, Deposition of Air Pollutants to the Great Waters, First Report to Congress, Publication EPA-453/R-93-055, May 1994.

⁶ U.S. Environmental Protection Agency, Office of Solid Waste, November 15, 1996.

Exhibit 4-4
Criteria Considered for Screening Non-Hazardous Industrial Waste Constituents^a

Parameter	Cutoff Value	Rationale
I. Toxicity Values		
Oral RfD	$<1.3 \times 10^{-2}$ mg/kg-day	50th percentile
Oral CSF	Any Value $>2.9 \times 10^{-1}$ (mg/kg-day) ⁻¹	All Suspect Carcinogens 50th percentile
Inhalation RfC	$<1 \times 10^{-2}$ ug/m ³	50th percentile
Inhalation UR	Any Value $>3.3 \times 10^{-4}$ (ug/m ³) ⁻¹	All Suspect Carcinogens 50th percentile
Primary MCL	$<5 \times 10^{-2}$ mg/l	50th percentile
Acute AWQC	<130 mg/l	50th percentile
Chronic AWQC	<5.2 mg/l	50th percentile
II. Fate and Transport Parameters		
Fish BCF	$>1,000$ l/kg	About 85th percentile, lists range from 500-100,000
Fish BAF	$>1,000$ l/kg	About 50th percentile, lists range from 500-15,000
Kow	$>100,000$ (unitless)	About 75th percentile, lists range from 10,000-1,000,000
Beef Biotransfer	$>7.8 \times 10^{-3}$ day/kg	75th percentile
Vegetable Root CF	>15 (ug/gm)/(ug/gm)	75th percentile
Forage BCF	>3.5 (ug/gm)/(ug/gm)	75th percentile
Henry's Law Constant (kH)	$>1 \times 10^{-5}$ atm-M ³ /mole	50th percentile, moderately volatile
Vapor Pressure	$>1.3 \times 10^{-2}$ atm	About 70th percentile = 1 mm Hg
Air-Leafy Plant Factor	$>5.3 \times 10^{-4}$ (ug/gm)/(ug/gm)	75th percentile
Air Half Life	>0.15 years	75th percentile
Soil Deg. Constant	<0.5 year ⁻¹	About 75th percentile, DAF risk reduction = 100x
Water Deg. Constant	<0.5 year ⁻¹	About 75th percentile, DAF risk reduction = 100x
III. Indicators of Possible Occurrence in Waste		
1994 TRI Release Data	$>10^6$ lbs.	Includes 99 percent of all releases to air, water, and land (including underground injection)
1994 Production Data (TSCA Inventory Update)	$>10^6$ lbs.	Indicates potential for widespread use, occurrence in waste and release potential

^a All of these criteria were considered for use in the screening of both the possible non-hazardous industrial waste constituents and the combined lists discussed in Section 4.4. As discussed in the text, only a subset of these criteria ultimately were used.

chemicals with relatively high-hazard potential and those with lower potential. For most toxicity parameters, which were available only for a relatively small number of more toxic chemicals, the cutoff values were set at the 50th percentile of the entire range of values. For many fate and transport parameters, the criteria were set at or around the 75th percentile (or 25th percentile, if a low value implied high hazard potential) of the entire range of the parameter values for all of the chemicals for which the parameter was available. In some cases, the screening criteria were set at levels generally recognized as indicative of hazard potential.

In the course of the Scoping Study, many different criteria for and approaches to the screening process were evaluated; the background document to this Study provides further detail.⁷ The criteria and approach described in this section is a relatively simple one that evolved from those previous efforts. One of the major lessons learned in that work was that screening is inherently imprecise, and no single screen will catch or exclude all the chemicals desired. Another lesson learned is that screening large lists against complex criteria can quickly become very complicated, and the return on the complexity, in terms of useful information, can be quite low. Therefore, EPA has focused on a relatively small number of criteria that are important in determining risk potential and has critically interpreted the results of the screening.

In the case of carcinogens, two sets of criteria were used. The first set indicates whether a cancer slope factor (CSF) had been promulgated for the chemical. The second indicates whether an inhalation unit risk (UR) had been developed. These criteria identified the bulk of human carcinogens. For noncarcinogenic effects, two sets of criteria again were used. The first indicates whether an ingestion reference dose (RfD) had been developed at a sufficiently toxic level for the purposes of this analysis (i.e., below the 50th percentile). The second indicates whether an inhalation Reference Concentration (RfC) had been developed below the 50th percentile. For aquatic effects, the 50th percentile of the Chronic Ambient Water Quality Criteria (AWQC) was used.

EPA used several criteria to screen fate and transport properties. The screening criteria for the fish bioconcentration factor (BCF) and bioaccumulation factor (BAF) were both set at 1,000 l/kg, the beef biotransfer factor was set at 7.8×10^{-3} day/kg, and the octanol-water partition coefficient (Kow) was set at 10^5 . These four values indicate the potential for the chemicals to be taken up and/or accumulated by organisms. The vapor pressure criterion, used as a proxy for volatilization release, was set at 1 mm Hg. A Henry's Law constant (kH) value of 10^{-5} atm-m³/mole was also used to identify chemicals with high volatilization potential. The criterion used to identify persistent chemicals in soil or water (degradation rate constant less than 0.5/year) was selected based on an analysis of the EPACMTP findings for organic pollutant transport in groundwater, which indicated that, at rate constants above this value, the calculated DAF values begin to differ substantially from those for non-degrading pollutants with similar properties.⁸

As noted in Section 3.5, the screening-level risk analysis also was used to identify screening criteria and their importance. For example, Henry's Law constants were found not to be a good indicator of the potential for long-term volatilization releases, so that the parameter is not used as a primary screening factor (although it is examined briefly in the next section). Instead, vapor pressure

⁷ Background Document: Identification of Chemicals from Regulatory and Advisory Lists Representing Potential Gaps in the Hazardous Waste Characteristics, *supra* footnote 6.

⁸ U.S. Environmental Protection Agency, Office of Solid Waste, EPACMTP Background Document for Finite Source Methodology for Chemical with Transformation Products, Chapter 6, 1995.

is used to screen chemicals for volatilization release. Even this screen must be interpreted cautiously, however, since chemicals with low vapor pressures can still volatilize from treatment units if no other processes are occurring to limit the releases.

The primary data source that is used as a proxy for occurrence of hazardous chemicals in non-hazardous industrial wastes is the release data, reported under the Emergency Planning and Community Right-to-Know Act (EPCRA) Toxic Release Inventory (TRI) requirements. For purposes of the screening conducted for this study, EPA considered those chemicals with releases to air, land, water, and underground injection exceeding one million pounds in 1994. Under EPCRA Section 313, facilities with more than 10 full-time employees that are classified in SIC codes 20 through 39 (i.e., manufacturing) must submit reports if they manufacture or process more than 25,000 pounds of a TRI chemical or otherwise use more than 10,000 pounds of a TRI chemical in a given calendar year. There were a total of 73 unique chemicals and 10 classes of chemicals in this category, out of the 345 individual chemicals for which reports are required. These chemicals account for greater than 99.8 percent of the total TRI releases of all chemicals. As discussed in Section 4.4.2, the combined list of known and possible non-hazardous industrial waste constituents were also screened against non-CBI 1994 production data from the TSCA Inventory.

A major limitation of this screening approach is that quantitative toxicity and fate and transport parameter values were available for only a fraction of the over 2,300 non-TC chemicals identified. Human toxicity parameters were available for just over 430 chemicals, ambient water quality data for 105 chemicals, and complete fate and transport data for 194 chemicals. For this reason, the screening approaches were supplemented by searching lists that identify chemicals presenting specific types of hazards, even if no quantitative parameter value was available, and by applying professional judgment to identify where potential risk findings for individual chemicals may be generalized to broader classes of chemicals. The results of this screening are described in a background report (see footnote 6).

4.3.3 Toxicity, Fate, and Transport Screening for Possible Non-Hazardous Industrial Waste Constituents

Exhibit 4-5 summarizes the results of the screening for possible non-hazardous industrial waste chemicals against the toxicity criteria. The first two columns indicate the chemicals that are suspect or known human carcinogens having ingestion CSFs or inhalation URs. The last three columns identify the chemicals with oral RfDs, inhalation RfCs, and AWQCs below the 50th percentile of these parameter values (a low value indicates high toxicity) for all chemicals for which these values have been developed. Note that this table does not include TC analytes or chemicals previously identified as known non-hazardous industrial waste constituents.

As noted previously, the number of chemicals identified on all 37 lists of chemicals is much greater than the numbers of chemicals for which toxicity parameters have been developed. Furthermore, the list of chemicals, which includes practically all of the known chemicals from Section 4.2 and all of the TC analytes, includes almost all chemicals for which these toxicity values have been derived. Thus, the toxicological screen has the potential⁹ to screen out most of the possible non-hazardous industrial waste constituents simply because most of the constituents do not have toxicity values, and therefore the effectiveness of the individual toxicity screening criterion is substantially

⁹ Toxicological criteria only have a potential to screen out chemicals because, as discussed below, chemicals may be considered high hazard (for the purposes of this analysis) because of fate and transport characteristics.

**Exhibit 4-5. Toxicity Screening Results for Possible Non-Hazardous
Industrial Waste Constituents**

Chemicals with CSFs	Chemicals with Unit Risks	Chemicals with Low RfDs (50th percentile)
2,4,6-Trinitrotoluene 3,3'-Dichlorobenzidine 4,4'-Methylenebis(N,N-dimethyl)benzenamine Acephate Aramite Azobenzene Benzidine Bis(2-ethylhexyl) adipate Bis(chloromethyl) ether Cyclotrimethylene trinitramine Dichlorvos Folpet Fomesafen Fumecycloz Hexachlorocyclohexane Hexachlorodibenzo p dioxin, mixture (HxCDD) N-Nitrosodi-n-butylamine N-Nitrosodi-n-propylamine N-Nitrosodiethanolamine N-Nitrosodiethylamine N-Nitrosomethylethylamine N-Nitrosopyrrolidine Prochloraz Propylene oxide Trifluralin	1,3-Butadiene Aramite Asbestos (friable) Azobenzene Benzidine Bis(chloromethyl) ether Hexachlorocyclohexane HxCDD N-Nitrosodi-n-butylamine N-Nitrosodiethylamine N-Nitrosopyrrolidine Nickel subsulfide Propylene oxide	1,1,2 Trichloropropane 1,2,4 Tribromobenzene 1,3,5-Trinitrobenzene 1,3 Phenylenediamine 1,4 Dibromobenzene 1,4 Dithiane 2-Chlorophenol 2-Cyclohexyl-4,6-dinitrophenol 2,3 Dichloropropanol 2,4,5-T acid 2,4,6-Trinitrotoluene 2,4-DB 2,6-Dimethylphenol 3,4 Dimethylphenol Acephate Acetaldehyde, trichloro- Acifluorens, sodium salt Alachlor Aldicarb sulfone Aluminum phosphate Ametryn Amitraz Avermectin B1 Bentazon Benzidine Bis(tributyltin) oxide Captafal Carbamothioic acid, dipropyl-S-propyl ester Carbosulfan Chlorpyrifos Cyclotrimethylene trinitramine Cyhalothrin Decabromodiphenyl oxide Demeton Dichlorvos Dicrotophos Dinitrobutyl phenol Diquat Diuron Dodine EPN Ethion Ethylene thiourea Fenamiphos Flometuron Fluvalinate Fonofos Glufosinate ammonium Glycidylaldehyde Haloxypop methyl

**Exhibit 4-5. Toxicity Screening Results for Possible Non-Hazardous
Industrial Waste Constituents (continued)**

Low RfDs (continued) (<50th percentile)	Low RfCs (50th Percentile)	Low AWQCs (50th percentile)
Hexabromobenzene	2-Chloroacetophenone	Azinphos-methyl
Hexachlorophene	Antimony trioxide	Chlorpyrifos
Hydramethylnon	Arsine	Demeton
Imazalil	Chlorine dioxide	Malathion
Lactofen	Dichlorvos	Mirex
Linuron	Hexamethylene-1,6-diisocyanate	
Maneb	Methylenebis(phenylisocyanate)	
Mecoprop	Toluenediisocyanate (mixed isomers)	
Mercuric chloride	Triethylamine	
Merphos	Vinyl bromide	
Methacrylonitrile		
Methamidophos		
Methidathion		
Methoxone		
Methyl mercury		
Mirex		
N,N-Dimethylaniline		
Naled		
NuStar		
Octabromodiphenyl ether		
Oxydiazon		
Oxyfluorfen		
Parquat dichloride		
Pentabromodiphenyl ether		
Phenylmercuric acetate		
Primiphos methyl		
Prochloraz		
Prometryn		
Propachlor		
Propanil		
Propargyl alcohol		
Propiconazole		
Propoxur		
Quinalphos		
Quintozone		
Quizalofop-ethyl		
Rotenone, commercial		
S,S,S-Tributyltrithiophosphate		
Selenious acid		
Simazine		
Sodium azide		
Sodium fluoroacetate		
Strychnine		
Terbacil		
Terbutryn		
Tetraethyl lead		
Thallium chloride TICI		
Thallium(I) acetate		
Thallium(I) carbonate		
Thallium(I) nitrate		
Thallium(I) sulfate		
Thiobencarb		
Triallate		
Tribenuron methyl		
Trifluralin		
Warfarin		
Zinc phosphide		

limited for a large proportion of the chemicals identified on the 37 lists. Nevertheless, because all chemicals with cancer toxicity values are considered high hazard for this portion of the analysis, no chemicals would be screened out on the basis of carcinogenicity.

The toxicity screening reduced the number of chemicals dramatically from the original universe of over 2300. As noted above, this reduction is primarily a function of the relatively small number of chemicals (about 400) for which human or ecotoxicity data are available. The screened list contains about one-third (25/74) of the chemicals for which CSFs were available, and about one-quarter (13/52) of those for which inhalation unit risks are available. The chemicals with low (<50th percentile) RfDs comprise by far the largest (107) set of all the chemicals identified by the toxicity screening, representing about one-third of the total number of chemicals for which RfDs have been derived. A large proportion of these chemicals are pesticides. Relatively few chemicals were identified having low inhalation RfCs and AWQCs for aquatic life.

Exhibit 4-6 summarizes the results of the screening of chemicals with regard to fate and transport properties. The first two columns address the potential to volatilize for soil and water, as indicated by the vapor pressure and Henry's Law constant. Since these parameters are directly related, the chemicals in these two columns overlap substantially. The next column lists chemicals with soil or water column degradation constants less than 0.5/year. Since the values for these two media are close for most of the chemicals, separate columns are not provided for each medium. The final three columns identify the chemicals with relatively high aquatic BCFs, beef biotransfer factors, or Kows. Since all three of these values are related to partitioning between lipid and water phases, the chemicals in these three columns also overlap substantially.

As was the case for the toxicity screens, consistently-derived fate and transport parameters are not available to screen the majority of the chemicals. Thus, the menu of chemicals that are identified by the screening criteria related to each individual parameter again is determined primarily by the availability of data. In the case of the fate and transport screening, fewer chemicals are identified as being potentially hazardous. In addition, the fate and transport screening identifies a smaller proportion of the chemicals for which data are available. In all cases, the chemicals exceeding the screening criteria represent less than 10 percent of the chemicals for which data are available.

4.3.4 Release Volume Screening of Possible Non-Hazardous Industrial Waste Constituents

Chemicals not screened out by the toxicity or fate and transport criteria were screened against the 1994 TRI data (used as a proxy for occurrence in wastes). The results of this final screening are presented in Exhibit 4-7. Of the 151 unique chemicals or classes of chemicals that were identified in the toxicity or fate and transport screening, TRI release data were available for 24 of them. Five of these chemicals (Freon 113, 1,3-butadiene, chlorine dioxide, chloroprene, and propylene dioxide) had TRI releases above one million pounds in 1994. Nineteen of the chemicals had TRI releases less than a million pounds. This latter group of chemicals were eliminated from further analysis. As noted previously, the remaining 132 chemicals for which no TRI data were available were retained in the analysis.

**Exhibit 4-6. Persistence and Bioconcentration/Bioaccumulation Screening Results
for Possible Non-Hazardous Industrial Waste Constituents**

Vapor Pressure > 1.3×10^{-3} atm	Henry's Law Constant > 10^{-5} atm-m³/mole	Soil/Water Degradation Rate Constant < 0.5 years⁻¹
2-Chlorophenol Chloroprene cis-1,3-Dichloropropene Ethyl methacrylate Freon 113 Methacrylonitrile N-Nitrosodi-n-propylamine N-Nitrosodiethylamine N-Nitrosomethylethylamine	2-Chlorophenol Bis(2-chloroisopropyl) ether Chloroprene cis-1,3-Dichloropropene Dinitrobutyl phenol Ethyl methacrylate Freon 113 Methacrylonitrile N-Nitrosodi-n-butylamine N-Nitrosodi-n-propylamine Quintozene Safrole Tris(2,3-dibromopropyl) phosphate	3-Methylcholanthrene Kepone Quintozene

Fish BCF > 1,000 l/kg	Beef Biotransfer Factor > 7.8×10^{-4}	Kow > 10^5
3-Methylcholanthrene Chlorobenzilate Diallate Diethylstilbestrol Kepone	3-Methylcholanthrene Diethylstilbestrol Hexachlorophene Kepone Quintozene	3-Methylcholanthrene Diethylstilbestrol Hexachlorophene Kepone

**EXHIBIT 4-7 SCREENING OF HIGH-TOXICITY, PERSISTENT, BIOACCUMULATIVE/BIOCONCENTRATING
POSSIBLE NON-HAZARDOUS WASTE CONSTITUENTS AGAINST TRI RELEASE VOLUMES**

Chemical CAS	Chemical Name	Release Volume	Oral CSF	Inhalation Unit Risk	Oral RID < 50th	RIC < 50th	AWQC (Chronic) < 50th	Degradation Rate for Water Column	Fish BCF	Henry's Law Constant	Kow	Soil Degradation Rate	Vapor Pressure > 1_3e-3	Boil Transfer Factor > 7_8e-4
0000076-13-1	Freon 113	5,077,542								✓			✓	
0000106-99-0	1,3-Butadiene	2,711,287		✓										
0010049-04-4	Chlorine dioxide	1,501,041				✓								
0000126-99-8	Chloroprene	1,157,755								✓			✓	
0000075-56-9	Propylene oxide	1,076,879	✓	✓										
0000101-68-8	Methylenebis(phenylisocyanate)	846,938				✓								
0000103-23-1	Bis(2-ethylhexyl) adipate	844,594	✓											
0001163-19-5	Decabromodiphenyl oxide	469,811			✓									
0001332-21-4	Asbestos (friable)	294,368		✓										
0000126-98-7	Methacrylonitrile	80,802			✓					✓			✓	
0026471-62-5	Toluenediisocyanate (mixed isomers)	50,695				✓								
0000092-87-5	Benzidine	31,606	✓	✓	✓									
0000121-69-7	N,N-Dimethylaniline	22,676			✓									
0001582-09-8	Trifluralin	15,304	✓		✓									
0000593-60-2	Vinyl bromide	2,620				✓								
0000082-68-8	Quintozene	2,558			✓		✓			✓		✓		✓
0000062-73-7	Dichlorvos	1,286	✓		✓	✓								
0002164-17-2	Fluometuron	832			✓									
0000096-45-7	Ethylene thiourea	529			✓									
0012427-38-2	Maneb	272			✓									
0000542-88-1	Bis(chloromethyl) ether	255	✓	✓										
0000091-94-1	3,3'-Dichlorobenzidine	10	✓											
0000114-26-1	Propoxur	4			✓									
0000070-30-4	Hexachlorophene				✓						✓			✓
0000133-07-3	Folpet		✓											
0000126-72-7	Tris(2,3-dibromopropyl) phosphate									✓				
0000122-34-9	Simazine				✓									
0000121-82-4	Cyclotrimethylene trinitramine		✓		✓									
0000140-57-8	Aramite		✓	✓										
0000141-66-2	Dicrotophos				✓									
0000143-50-0	Kepone						✓	✓			✓	✓		✓
0000131-89-5	2-Cyclohexyl-4,6-dinitrophenol				✓									
0000576-26-1	2,6-Dimethylphenol				✓									
0000709-98-8	Propanil				✓									
0000621-64-7	N-Nitrosodi-n-propylamine		✓							✓			✓	
0000616-23-9	2,3 Dichloropropanol				✓									
0000615-54-3	1,2,4 Tribromobenzene				✓									
0000330-55-2	Linuron				✓									
0000598-77-6	1,1,2 Trichloropropane				✓									
0000150-50-5	Merphos				✓									
0000563-68-8	Thallium(I) acetate				✓									
0000563-12-2	Ethion				✓									
0000532-27-4	2-Chloroacetophenone					✓								
0000510-15-6	Chlorobenzilate								✓					
0000505-29-3	1,4 Dithiane				✓									
0000330-54-1	Diuron				✓									
0000300-76-5	Naled				✓									
0000608-73-1	Hexachlorocyclohexane		✓	✓										
0000078-00-2	Tetraethyl lead				✓									
0000088-85-7	Dinitrobutyl phenol				✓					✓				

EXHIBIT 4-7 (CONTINUED)
SCREENING OF HIGH-TOXICITY, PERSISTENT, BIOACCUMULATIVE/BIOCONCENTRATING
POSSIBLE NON-HAZARDOUS WASTE CONSTITUENTS AGAINST TRI RELEASE VOLUMES

Chemical CAS	Chemical Name	Release Volume	Oral CSF	Inhalation Unit Risk	Oral RID < 50th	RIC < 50th	AWQC (Chronic) < 50th	Degradation Rate for Water Column	Fish BCF	Henry's Law Constant	Kow	Soil Degradation Rate	Vapor Pressure > 1_3e-3	Boil Boiltransfer Factor > 7_8e-4
0000108-45-2	1,3-Phenylenediamine				✓									
0000086-50-0	Azinphos-methyl						✓							
0000085-00-7	Diquat				✓									
0000083-79-4	Rotenone, Commercial				✓									
0000121-75-5	Malathion						✓							
0000078-48-8	S,S,S-Tributyltrithiophosphate				✓									
0000093-65-2	Mecoprop				✓									
0000075-87-6	Acetaldehyde, trichloro-				✓									
0000062-74-8	Sodium fluoroacetate				✓									
0000062-38-4	Phenylmercuric acetate				✓									
0000057-24-9	Strychnine				✓									
0000056-53-1	Diethylstilbestrol							✓	✓		✓			
0000056-49-5	3-Methylcholanthrene							✓	✓		✓	✓		✓
0000056-35-9	Bis(tributyltin) oxide				✓									
0000081-81-2	Warfarin				✓									
0000101-61-1	4,4'-Methylenebis(N,N-dimethyl)benzenamine		✓											
0000121-44-8	Triethylamine					✓								
0000118-96-7	2,4,6-Trinitrotoluene		✓		✓									
0000765-34-4	Glycidylaldehyde				✓									
0000107-19-7	Propargyl alcohol				✓									
0000924-16-3	N-Nitrosodi-n-butylamine		✓	✓						✓				
0000087-82-1	Hexabromobenzene				✓									
0000103-33-3	Azobenzene		✓	✓										
0000093-76-5	2,4,5-T acid				✓									
0000099-35-4	1,3,5-Trinitrobenzene				✓									
0000097-63-2	Ethyl methacrylate									✓			✓	
0000095-65-8	3,4 Dimethylphenol				✓									
0000095-57-8	2-Chlorophenol				✓					✓			✓	
0000094-82-6	2,4-DB				✓									
0000094-74-6	Methoxone				✓									
0000094-59-7	Safrole									✓				
0000106-37-6	1,4 Dibromobenzene				✓									
0022967-92-6	Methyl mercury				✓									
0033089-61-1	Amitraz				✓									
0000822-06-0	Hexamethylene-1,6-diisocyanate					✓								
0032534-81-9	Pentabromodiphenyl ether				✓									
0030560-19-1	Acephate		✓		✓									
0029232-93-7	Pirimiphos methyl				✓									
0028249-77-6	Thiobencarb				✓									
0012035-72-2	Nickel subsulfide			✓										
0025057-89-0	Bentazon				✓									
0035554-44-0	Imazalil				✓									
0022224-92-6	Fenamiphos				✓									
0020859-73-8	Aluminum phosphide				✓									
0019666-30-9	Oxydiazon				✓									
0019408-74-3	Hexachlorodibenzo p dioxin, mixture (HxCDD)		✓	✓										
0015972-60-8	Alachlor				✓									
0013593-03-8	Quinalphos				✓									
0000834-12-8	Ametryn				✓									
0026628-22-8	Sodium azide (Na(N3))				✓									

EXHIBIT 4-7 (CONTINUED)
SCREENING OF HIGH-TOXICITY, PERSISTENT, BIOACCUMULATIVE/BIOCONCENTRATING
POSSIBLE NON-HAZARDOUS WASTE CONSTITUENTS AGAINST TRI RELEASE VOLUMES

Chemical CAS	Chemical Name	Release Volume	Oral CSF	Inhalation Unit Risk	Oral RID < 50th	RfC < 50th	AWQC (Chronic) < 50th	Degradation Rate for Water Column	Fish BCF	Henry's Law Constant	Kow	Soil Degradation Rate	Vapor Pressure > 1_3e-3	Boef Biotransfer Factor > 7_8e-4
0067747-09-5	Prochloraz		✓		✓									
0085509-19-9	NuStar				✓									
0077501-63-4	Lactofen				✓									
0077182-82-2	Glufosinate ammonium				✓									
0076578-14-8	Quizalofop-ethyl				✓									
0072178-02-0	Fomesafen		✓		✓									
0069806-40-2	Haloxypop methyl				✓									
0032536-52-0	Octabromodiphenyl ether				✓									
0068085-85-8	Cyhalothrin				✓									
0039638-32-9	Bis(2-chloroisopropyl) ether									✓				
0067485-29-4	Hydramethylnon				✓									
0065195-55-3	Avermectin B1				✓									
0062476-59-9	Acifluorfen, sodium salt				✓									
0060568-05-0	Fumecycloz		✓											
0060207-90-1	Propiconazole				✓									
0055285-14-8	Carbosulfan				✓									
0042874-03-3	Oxyfluorfen				✓									
0069409-94-5	Fluvalinate				✓									
0001314-84-7	Zinc phosphide				✓									
0002385-85-5	Mirex				✓		✓							
0002303-16-4	Diallate								✓					
0002104-64-5	EPN				✓									
0001929-77-7	Carbamothioic acid, dipropyl-, S-propyl ester				✓									
0001918-16-7	Propachlor				✓									
0001646-88-4	Aldicarb sulfone				✓									
0002425-06-1	Captafol				✓									
0001309-64-4	Antimony trioxide					✓								
0001116-54-7	N-Nitrosodiethanolamine		✓											
0000950-37-8	Methidathion				✓									
0000944-22-9	Fonofos				✓									
0000930-55-2	N-Nitrosopyrrolidine		✓	✓										
0101200-48-0	Tribenuron methyl				✓									
0000886-50-0	Terbutryn				✓									
0000055-18-5	N-Nitrosodiethylamine		✓	✓									✓	
0001910-42-5	Paraquat dichloride				✓									
0007791-12-0	Thallium chloride TICI				✓									
0010595-95-6	N-Nitrosomethylethylamine		✓										✓	
0010265-92-6	Methamidophos				✓									
0010102-45-1	Thallium(I) nitrate				✓									
0002303-17-5	Triallate				✓									
0008065-48-3	Demeton				✓		✓							
0002439-10-3	Dodine				✓									
0007784-42-1	Arsine					✓								
0007783-00-8	Selenious acid				✓									
0007487-94-7	Mercuric chloride				✓									
0007446-18-6	Thallium(I) sulfate				✓									
0007287-19-6	Prometryn				✓									
0006533-73-9	Thallium(I) carbonate				✓									
0005902-51-2	Terbacil				✓									
0002921-88-2	Chlorpyrifos				✓		✓							
0010061-01-5	cis-1,3-Dichloropropene									✓			✓	

4.3.5 Summary of Possible Non-Hazardous Industrial Waste Constituents

Exhibit 4-8 summarizes the results of the TRI screening process. It places the possible non-hazardous waste constituents into the same chemical categories as were used to characterize the known non-hazardous industrial waste constituents in Exhibit 4-2. The largest number of possible waste constituents (74) are pesticides and related compounds. As discussed in Section 4.3.2, these chemicals are identified as being potentially hazardous primarily by virtue of low RfDs, although there are also some potent ecotoxins, as well as persistent and bioaccumulative chemicals, among this group.

The next most numerous category among the possible constituents are the other semivolatile organic chemicals. This diverse group includes chemicals recognized both for their toxicity and their fate and transport properties. Twelve metals/inorganic elements or groups are identified including five different thallium salts. Similarly, the other volatile organics group includes 5 nitrosamines among a total of 13 compounds. Also included in this group are two very toxic organometallic compounds, methyl mercury and tetraethyllead. Among the seven chlorinated organics are two of the five chemicals with TRI releases greater than one million pounds (Freon 113 and chloroprene). No other chemical category is represented by more than five chemicals.

4.4 Combine and Screen Known and Possible Non-Hazardous Industrial Waste Constituents

In this section, the known (from Section 4.2) and possible (from Section 4.3) non-hazardous industrial waste constituents are combined and screened against toxicity, fate, and transport criteria. Unlike the prior section, screening is oriented more toward groups of chemicals rather than toward individual chemicals, and toward comparing the properties of known versus possible non-hazardous industrial waste constituents. There is, in addition, another screening step related to potential for occurrence in wastes, namely, comparison to 1994 non-confidential TSCA production volume data.

4.4.1 Combine the Lists

The lists of known and possible non-hazardous industrial waste constituents are shown in Exhibits 4-2 and 4-8. Exhibit 4-9 summarizes the screening of the known non-hazardous industrial waste constituents in the same way that Exhibit 4-7 provides these data for the possible constituents. As seen in these exhibits, the distribution of chemicals within chemical classes is somewhat different between the known and possible non-hazardous industrial waste constituents. These differences, however, are exaggerated by the removal of the known constituents from consideration as possible constituents. (Logically, a chemical cannot be both a "known" and "possible" waste constituent.) The known non-hazardous industrial waste constituents are distinguished by a relatively high proportion of metals and inorganics, chlorinated volatile organics, other volatile organics, and polycyclic aromatic hydrocarbons, compared to the possible non-hazardous waste constituents. In contrast, pesticides and related compounds constitute a much higher proportion of the possible non-hazardous industrial waste constituents than the known constituents.

The pattern of differences in chemical category can be partially explained by the differences in the data sources. The relatively high prominence of volatile organics among the possible constituents probably reflects the difficulties in controlling fugitive releases of these high-volume chemicals during storage and processing. Such chemicals are somewhat less likely to turn up in groundwater samples (in the release descriptions or in aqueous effluents) because of their high volatility. The prominence of the less volatile organics in the known non-hazardous industrial waste constituents again reflects the greater stability of these chemicals in solid and liquid wastes.

EXHIBIT 4-8 POSSIBLE NON-HAZARDOUS INDUSTRIAL WASTE CONSTITUENTS BY CHEMICAL CLASS

Metals / Inorganics	Volatile Chlorinated Organics	Volatile Hydrocarbons	Other Volatile Organics	Pesticides/Intermediates/Degradation Products	Phenolic Compounds	Polycyclic Aromatic Hydrocarbons	Other Semivolatile Organics
Antimony trioxide	1,1,2 Trichloropropane	1,3-Butadiene	1,4 Dithiane	2,4,5-T acid	Imazail	2,6-Dimethylphenol	1,2,4 Tribromobenzene
Arsine	2,3 Dichloropropanol		Azobenzene	2,4-DB	Kepona	2-Chlorophenol	1,3,5-Trinitrobenzene
Chlorine dioxide	Acetaldehyde, trichloro-		Glycol Ethers	Acephate	Lactofen	2-Cyclohexyl-4,6-dinitrophenol	1,3-Phenylenediamine
Copper	Bis(2-chloroisopropyl) ether		Methyl mercury	Acifluorfen, sodium salt	Linuron	3,4 Dimethylphenol	1,4 Dibromobenzene
Cyanide	Chloropropane		N-Nitrosodi-n-butylamine	Atachlor	Malathion	Diritrobutyl phenol	2,4,6-Trinitrotoluene
Manganese	cis-1,3-Dichloropropane		N-Nitrosodi-n-propylamine	Aldicarb sulfone	Macoprop		2-Chloroacetophenone
Mercuric chloride	Freon 113		N-Nitrosodiethanolamine	Aluminum phosphide	Merphos		4,4'-Methylenabis(N,N-dimethyl)benzenamine
Nickel subsulfide			N-Nitrosodiethylamine	Ametryn	Methamidophos		Avermectin B1
Selenious acid			N-Nitrosomethylethylamine	Amfraz	Methidathion		Cydozinmethylen trinitramine
Sodium azide (Na(N3))			Propargyl alcohol	Aramite	Methoxone		Diethylstilbestrol
Thallium(I) chloride			Propylene oxide	Azinphos-methyl	Mirex		Ethyl methacrylate
Thallium(I) acetate			Tetraethyl lead	Bentazon	N-Nitrosopyrrolidine		Glycidylaldehyde
Thallium(I) carbonate			Triethylamine	Bis(tributyltin) oxide	Naled		Hexabromobenzene
Thallium(I) nitrate				Captefol	NuStar		Hexachlorodibenzo p dioxin, mixture
Thallium(I) sulfate				Carbamothioic acid, diisopropyl, S-propyl ester	Oxydiazon		Hexamethylene-1,6-diisocyanate
Zinc				Carbosulfan	Oxyfluorfen		Octabromodiphenyl ether
				Chlorobenzilate	Paraquat dichloride		Pentabromodiphenyl ether
				Chlorpyrifos	Phenylmercuric acetate		Propiconazole
				Cyhalothrin	Pirimiphos methyl		Safrole
				Demeton	Prochloraz		Tris(2,3-dibromopropyl) phosphate
				Diallate	Prometryn		
				Dicrotophos	Propachlor		
				Digual	Propanil		
				Difuron	Quinalphos		
				Dodine	Quizalofop-ethyl		
				EPN	Rotenone, Commercial		
				Ethion	S,S,S-Tributyltinphosphate		
				Fenamiphos	Simazine		
				Fluralinate	Sodium fluoroacetate		
				Folpet	Strychnine		
				Fomesafen	Terbacil		
				Fonofos	Terbutryn		
				Fumecycloz	Thiobencarb		
				Glufoisinate ammonium	Trilalate		
				Haloxypol methyl	Tribenuron methyl		
				Hexachlorocyclohexane	Warfarin		
				Hexachlorophene	Zinc phosphide		
				Hydramethylnon			
12	7	1	13	75	5	1	20

Notes:

1. All thallium salts are counted as one entry.

EXHIBIT 4-9 SCREENING OF KNOWN NON-HAZARDOUS WASTE CONSTITUENTS AGAINST TRI RELEASE VOLUMES

Chemical CAS	Chemical Name	Release Volume	Oral CSF	Inhalation Unit Risk	Oral RfD < 50th	RfC < 50th	Beef BioTransfer Factor > 7_8e-4	AWQC (Chronic) < 50th	Degradation Rate for Water Column	Fish BAF	Fish BCF	Henry's Law Constant	Kow	Soil Degradation Rate	Vapor Pressure > 1_3e-3
0000067-56-1	Methanol	255,766,934										✓			✓
0000108-88-3	Toluene	168,958,681										✓			✓
0001330-20-7	Xylene (mixed isomers)	108,936,037										✓			✓
0000075-15-0	Carbon disulfide	83,384,729										✓			✓
----	Zinc compounds	81,764,720							✓					✓	
0000075-09-2	Dichloromethane	63,774,566	✓	✓								✓			✓
----	Glycol Ethers	48,991,927													
----	Copper compounds	47,115,338						✓	✓					✓	
----	Manganese compounds	41,504,786						✓	✓					✓	
0000100-42-5	Styrene	40,156,848										✓			✓
0000071-55-6	1,1,1-Trichloroethane	38,056,891										✓			✓
0000071-36-3	n-Butyl alcohol	30,081,146													✓
0000108-10-1	Methyl isobutyl ketone	25,501,571										✓			✓
0000050-00-0	Formaldehyde	19,755,899		✓								✓			✓
0000075-05-8	Acetonitrile	18,264,054			✓							✓			✓
0000075-07-0	Acetaldehyde	13,052,168		✓		✓									✓
0000100-41-4	Ethylbenzene	12,802,139										✓			✓
0000064-18-6	Formic acid	11,267,572													✓
0007440-66-6	Zinc	10,155,449							✓					✓	
0007439-96-5	Manganese	9,354,553				✓									
0000079-10-7	Acrylic acid	6,915,166				✓									
0000107-13-1	Acrylonitrile	6,379,861	✓	✓		✓						✓			✓
0000079-06-1	Acrylamide	5,217,625	✓	✓	✓										
0000074-87-3	Chloromethane	5,174,937										✓			✓
0000075-71-8	Dichlorodifluoromethane	4,872,594										✓			✓
----	Cyanide compounds	4,382,509						✓							
0000091-20-3	Naphthalene	3,230,142										✓			
0000074-90-8	Hydrogen cyanide	3,143,253				✓									
0000075-69-4	Trichlorofluoromethane	2,994,474										✓			✓
0000074-83-9	Bromomethane	2,669,788			✓	✓						✓			✓
0000080-62-6	Methyl methacrylate	2,583,587										✓			✓
0007440-50-8	Copper	2,204,032				✓		✓						✓	
0000098-82-8	Cumene	2,057,269										✓			✓
0000062-53-3	Aniline	1,976,326	✓			✓									
----	Nickel compounds	1,665,815		✓				✓						✓	
----	Antimony compounds	1,445,522			✓			✓	✓					✓	
0007440-02-0	Nickel	988,468					✓	✓	✓					✓	
0000078-87-5	1,2-Dichloropropane	713,383				✓		✓				✓		✓	✓
0000098-86-2	Acetophenone	699,062										✓			
0000117-81-7	Di(2-ethylhexyl) phthalate	560,325	✓				✓						✓		
0000123-91-1	1,4-Dioxane	538,929	✓												✓
0000106-89-8	Epichlorohydrin	490,967	✓	✓		✓						✓			✓
0000084-74-2	Dibutyl phthalate	353,193					✓			✓					

EXHIBIT 4-9 (CONTINUED)
SCREENING OF KNOWN NON-HAZARDOUS WASTE CONSTITUENTS AGAINST TRI RELEASE VOLUMES

Chemical CAS	Chemical Name	Release Volume	Oral CSF	Inhalation Unit Risk	Oral RfD < 50th	RfC < 50th	Beef Blotransfer Factor > 7_8e-4	AWQC (Chronic) < 50th	Degradation Rate for Water Column	Fish BAF	Fish BCF	Henry's Law Constant	Kow	Soil Degradation Rate	Vapor Pressure > 1_3e-3
0000079-00-5	1,1,2-Trichloroethane	311,036	✓	✓	✓							✓			✓
0000095-50-1	1,2-Dichlorobenzene	275,148										✓			✓
0000110-80-5	2-Ethoxyethanol	227,691										✓			✓
0000107-18-6	Allyl alcohol	211,963			✓										✓
0000107-05-1	Allyl chloride	201,493				✓						✓			✓
0000120-82-1	1,2,4-Trichlorobenzene	184,280			✓							✓			✓
0000107-02-8	Acrolein	170,087				✓						✓			✓
0007440-36-0	Antimony	128,663			✓		✓		✓					✓	✓
0000099-65-0	m-Dinitrobenzene	100,719			✓										✓
0000074-95-3	Methylene bromide	77,545										✓			✓
0007723-14-0	Phosphorus	50,768			✓										✓
0007440-62-2	Vanadium (fume or dust)	41,023					✓		✓					✓	✓
0000079-46-9	2-Nitropropane	40,523										✓			✓
0000051-28-5	2,4-Dinitrophenol	39,344			✓										✓
0000542-75-6	1,3-Dichloropropylene	24,756			✓							✓			✓
0007440-41-7	Beryllium	23,795	✓	✓	✓		✓		✓					✓	✓
0000075-34-3	Ethylidene Dichloride	23,492										✓			✓
0000100-44-7	Benzyl chloride	23,331	✓									✓			✓
0000106-93-4	1,2-Dibromoethane	18,537	✓	✓								✓			✓
0000302-01-2	Hydrazine	16,956	✓	✓								✓			✓
0000120-83-2	2,4-Dichlorophenol	14,760			✓										✓
0000079-34-5	1,1,2,2-Tetrachloroethane	14,027	✓	✓								✓			✓
0000630-20-6	1,1,1,2-Tetrachloroethane	11,746	✓	✓								✓			✓
0000077-47-4	Hexachlorocyclopentadiene	9,174			✓		✓	✓			✓	✓	✓		✓
0000111-44-4	Bis(2-chloroethyl) ether	3,237	✓	✓								✓			✓
0000137-26-8	Thiram	3,184			✓										✓
0000098-07-7	Benzoic trichloride	2,868	✓												✓
0000056-38-2	Parathion	1,147						✓							✓
0007440-28-0	Thallium	1,010					✓		✓					✓	✓
0000075-27-4	Dichlorobromomethane	0	✓									✓			✓
0000086-30-6	N-Nitrosodiphenylamine	0	✓									✓			✓
0001336-36-3	Polychlorinated biphenyls	0	✓				✓	✓				✓	✓		✓
0000096-18-4	1,2,3-Trichloropropane				✓							✓	✓		✓
0000095-94-3	1,2,4,5-Tetrachlorobenzene				✓		✓			✓		✓			✓
0000096-12-8	1,2-Dibromo-3-chloropropane					✓						✓	✓		✓
0000156-60-5	1,2-Dichloroethylene, trans											✓			✓
0000122-66-7	1,2-Diphenylhydrazine		✓	✓											✓
0000058-90-2	2,3,4,6-Tetrachlorophenol										✓	✓			✓
0001746-01-6	2,3,7,8-Tetrachlorodibenzo-p-dioxin (TCDD)		✓				✓	✓	✓				✓	✓	✓
0000057-97-6	7,12-Dimethylbenz[a]anthracene						✓						✓		✓
0000083-32-9	Acenaphthene											✓			✓
0000067-64-1	Acetone											✓			✓
0000116-06-3	Aldicarb				✓										✓
0000309-00-2	Aldrin		✓	✓	✓		✓		✓		✓	✓	✓	✓	✓
0000959-98-8	alpha - Endosulfan							✓							✓
0000319-84-6	alpha-Hexachlorocyclohexane		✓	✓						✓					✓

EXHIBIT 4-9 (CONTINUED)
SCREENING OF KNOWN NON-HAZARDOUS WASTE CONSTITUENTS AGAINST TRI RELEASE VOLUMES

Chemical CAS	Chemical Name	Release Volume	Oral CSF	Inhalation Unit Risk	Oral RID < 50th	RIC < 50th	Beef Blotransfer Factor > 7_8e-4	AWQC (Chronic) < 50th	Degradation Rate for Water Column	Fish BAF	Fish BCF	Henry's Law Constant	Kow	Soil Degradation Rate	Vapor Pressure > 1_3e-3
0000056-55-3	Benz[a]anthracene						✓	✓	✓				✓	✓	✓
0000218-01-9	Benzo(a)phenanthrene						✓	✓	✓				✓	✓	✓
0000050-32-8	Benzo[a]pyrene		✓				✓	✓	✓				✓	✓	✓
0000205-99-2	Benzo[b]fluoranthene						✓	✓	✓			✓	✓	✓	✓
0033213-65-9	beta - Endosulfan							✓							
0000319-85-7	beta-BHC		✓	✓						✓					
0000075-25-2	Bromoform		✓	✓								✓			✓
0000085-68-7	Butyl benzyl phthalate						✓				✓				
0001563-66-2	Carbofuran				✓										
0000124-48-1	Chlorodibromomethane		✓									✓			✓
0018540-29-9	Chromium(VI)			✓	✓										
0000156-59-2	cis-1,2-Dichloroethylene											✓			✓
0008007-45-2	Coal tars			✓											
0000544-92-3	Copper cyanide				✓										
0000057-12-5	Cyanides (soluble salts and complexes)							✓							
0000072-54-8	DDD		✓				✓	✓	✓	✓	✓	✓	✓	✓	✓
0000072-55-9	DDE		✓				✓	✓	✓	✓	✓	✓	✓	✓	✓
0000050-29-3	DDT		✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓
0000053-70-3	Dibenz[a,h]anthracene						✓	✓	✓	✓	✓	✓	✓	✓	✓
0000060-57-1	Dieldrin		✓	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓
0000060-51-5	Dimethoate				✓										
0000298-04-4	Disulfoton				✓										
0000115-29-7	Endosulfan				✓			✓				✓			
0000060-29-7	Ethane, 1,1'-oxybis-											✓	✓		✓
0000141-78-6	Ethyl acetate											✓	✓		✓
0000206-44-0	Fluoranthene						✓					✓	✓		✓
0000086-73-7	Fluorene											✓	✓		✓
0000110-00-9	Furan				✓							✓	✓		✓
0000098-01-1	Furfural				✓										
0007783-06-4	Hydrogen sulfide				✓	✓		✓							
0000193-39-5	Indeno(1,2,3-cd)pyrene						✓		✓				✓	✓	✓
0000078-83-1	Isobutyl alcohol											✓	✓		✓
0000078-59-1	Isophorone		✓												
0000298-00-0	Methyl parathion				✓										
0002212-67-1	Molinate				✓										
0007439-98-7	Molybdenum				✓				✓					✓	
0000117-84-0	n-Dioctylphthalate						✓					✓	✓		
0000062-75-9	N-Nitrosodimethylamine		✓	✓											✓
0000106-47-8	p-Chloroaniline				✓							✓	✓		✓
0000608-93-5	Pentachlorobenzene				✓		✓				✓	✓	✓		
0000298-02-2	Phorate											✓	✓		
0007803-51-2	Phosphine				✓	✓								✓	
0000129-00-0	Pyrene						✓		✓				✓	✓	
0003689-24-5	Sulfotep				✓										
0010061-02-6	trans-1,3-Dichloropropene											✓			✓
0001314-62-1	Vanadium pentoxide				✓										

Exhibit 4-9 also shows that the known waste constituents include a much higher number of chemicals with TRI release values greater than one million pounds (45)¹⁰ than is found among the possible constituents (5). This is primarily due to the fact that the known waste constituents were identified first. Many of the high TRI release chemicals also would have been identified as possible non-hazardous industrial waste constituents if they had not been identified as known constituents. The implications of these findings for the potential severity of gaps in the hazardous characteristics are discussed in more detail in Chapter 10.

In the analysis that follows, the known and possible non-hazardous industrial waste constituent lists are combined, and screened against single and multiple parameters related to toxicity, fate and transport, and release potential.

4.4.2 Screen Combined List Against Single Criteria

Quantitative Human Toxicity Indicators. Exhibit 4-10 summarizes the toxicological properties of the combined known and possible non-hazardous industrial waste constituents. The chemicals are screened using the same criteria as described for the possible constituents alone in Section 4.3, with the exception that additional criteria related to carcinogenic potency are added (oral CSF and inhalation UR > 50th percentile). The list of suspect carcinogens (i.e., the first and third columns in Exhibit 4-10) contains a large proportion of all chemicals for which EPA has developed CSFs and URs. The proportion of the chemicals with high CSFs or URs (i.e., the second and fourth columns) is likewise very near to one-half of the total suspect carcinogens. This finding indicates that, as expected, the large universe of chemicals initially screened contains almost all of the chemicals that EPA has evaluated as potential human carcinogens. Many classes of chemicals (inorganics, volatile chlorinated organics, pesticides, other volatile chemicals) are represented among the suspect carcinogens.

Ecotoxicity. As shown in the last column of Exhibit 4-10, 18 of the combined known and possible constituents have low AWQCs (below 50th percentile), indicating the potential for adverse effects on aquatic organisms. Many of these chemicals are pesticides, and most of the pesticides are persistent chlorinated pesticides. Although most of these chemicals are no longer produced, their presence among the known non-hazardous industrial waste constituents may give rise for some concern. Also included in this group are selenium, silver, and hydrogen sulfide.

Potential Endocrine Disruptors. Because of the rapidly-evolving state of knowledge regarding chemicals that may act as endocrine disruptors, estrogen inhibitors, or have other hormone-like effects, it is difficult to estimate precisely how many of the combined known and possible non-hazardous industrial waste constituents fall into this category. Based on the rather broad list of potential endocrine disruptors,¹¹ 23 of the combined constituents are implicated as being potential endocrine disruptors (Exhibit 4-11). (Nine of the TC analytes are also potential endocrine disruptors.) Because of the lack of knowledge concerning dose-response relationships for exposures to single and multiple

¹⁰ This number includes both unique compounds (e.g., ethylbenzene) and categories of compounds (e.g., antimony compounds).

¹¹ The list of endocrine disrupting chemicals was developed based on information from Colborn, T., F.S. Saal, and A.M. Soto, 1993, "Developmental Effects of Endocrine-Disrupting Chemicals in Wildlife and Humans," Environmental Health Perspectives, 101:378-384, October 1993; and Warhurst, M., 1996, Introduction to Hormone Disrupting Chemicals, on the World Wide Web at <http://www.ed.ac.uk/~amw/oestrogenic.html>.

EXHIBIT 4-10 TOXICITY SUMMARY OF KNOWN AND POSSIBLE NON-HAZARDOUS INDUSTRIAL WASTE CONSTITUENTS

Inhalation Unit Risk (AIR)	Inhalation Unit Risk > 50th Percentile	Oral CSF (AIR)	Oral CSF > 50th Percentile	Oral RID < 50th Percentile	Oral RID < 50th Percentile (Continued)	AWQC (Chronic Freshwater) < 50th Percentile
1,1,1,2-Tetrachloroethane	Acrylamide	1,1,1,2-Tetrachloroethane	1,2-Dibromooethane	1,1,2 Trichloropropane	Glycidylaldehyde	2,3,7,8-TCDD
1,1,2,2-Tetrachloroethane	Aldrin	1,1,2,2-Tetrachloroethane	1,2-Diphenylhydrazine	1,2-Trichloroethane	Haloxypol methyl	alpha - Endosulfan
1,1,2-Trichloroethane	alpha-Hexachlorocyclohexane	1,1,2-Trichloroethane	2,3,7,8-TCDD	1,2,3-Trichloropropane	Hexabromobenzene	Antimony
1,2-Dibromooethane	Benzidine	1,2-Dibromooethane	Acrylamide	1,2,4 Trichlorobenzene	Hexachlorocyclopentadiene	Azophos-methyl
1,2-Diphenylhydrazine	Beryllium	1,2-Diphenylhydrazine	Acrylonitrile	1,2,4,5-Tetrachlorobenzene	Hexachloroethane	beta - Endosulfan
1,3-Butadiene	beta-BHC	1,4-Dioxane	Aldrin	1,2,4-Trichlorobenzene	Hydramethylnon	Chlorpyrifos
Acetaldehyde	Bis(2-chloroethyl) ether	2,3,7,8-Tetrachlorodibenzo-p-dioxin (TCDD)	alpha-Hexachlorocyclohexane	1,3,5-Trinitrobenzene	Hydrogen sulfide	Copper
Acrylamide	Coal tars	2,4,6-Trinitrotoluene	Benzo[a]pyrene	1,3-Dichloropropylene	Imazali	Cyanides (soluble salts and complexes)
Acrylonitrile	Dieldrin	4,4'-Methylenebis(N,N-dimethyl)benzenamine	Benzoic trichloride	1,3-Phenylenediamine	Lactofen	DDT
Aldrin	Hexachlorocyclohexane	Acephate	Beryllium	1,4 Dibromobenzene	Linuron	Demeton
alpha-Hexachlorocyclohexane	HxCDD, mixture	Acrylamide	beta-BHC	1,4 Dithiane	m-Dinitrobenzene	Dieldrin
Aramite	Hydrazine	Acrylonitrile	Bis(2-chloroethyl) ether	2,3 Dichloropropanol	Mecoprop	Endosulfan
Azobenzene	N-Nitrosodi-n-butylamine	Aldrin	DDE	2,4,5-T acid	Mercuric chloride	Hexachlorocyclopentadiene
Beryllium	N-Nitrosodiethylamine	alpha-Hexachlorocyclohexane	DDT	2,4,6-Trinitrotoluene	Merphos	Hydrogen sulfide
beta-BHC	N-Nitrosodimethylamine	Aniline	Dieldrin	2,4-DB	Mothamidophos	Malathion
Bis(2-chloroethyl) ether	N-Nitrosopyrrolidine	Aramite	Hexachlorocyclohexane	2,4-Dichlorophenol	Methidathion	Mnax
Bis(chloromethyl) ether	Nickel subsulfide	Azobenzene	HxCDD, mixture	2,4-Dinitrophenol	Methoxone	Parathion
Bromofom		Benzo[a]pyrene	Hydrazine	2,6-Dimethylphenol	Methyl mercury	Polychlorinated biphenyls
Coal tars		Benzoic trichloride	N-Nitrosodi-n-butylamine	2-Chlorophenol	Methyl parathion	
DDT		Benzy chloride	N-Nitrosodi-n-propylamine	2-Cyclohexyl-4,6-dinitrophenol	Mirex	
Dichloromethane		Beryllium	N-Nitrosodiethanolamine	3,4 Dimethylphenol	Molinate	
Dieldrin		beta-BHC	N-Nitrosodiethylamine	Acephate	Molybdenum	
Epichlorohydrin		Bis(2-chloroethyl) ether	N-Nitrosodimethylamine	Acetaldehyde, trichloro-	Naled	
Formaldehyde		Bromofom	N-Nitrosomethylamine	Acetonitrile	NuStar	
Hexachlorocyclohexane		Chlorodibromomethane	N-Nitrosopyrrolidine	Acilufen, sodium salt	Octabromodiphenyl ether	
Hexachlorodibenzo p dioxin, mixture (HxCDD)		Cyclotrimethylene trinitramine	Polychlorinated biphenyls	Acrylamide	Oxydiazon	
Hydrazine		DDD	Vinylidene chloride	Alachlor	Oxyfluorfen	
Nickel compounds		DDE		Aldicarb	p-Chloroaniline	
N-Nitrosodi-n-butylamine		DDT		Aldicarb sulfone	Paraquat dichloride	
N-Nitrosodiethylamine		Di(2-ethylhexyl) phthalate		Aldrin	Pentabromodiphenyl ether	
N-Nitrosodimethylamine		Dichlorobromomethane		Allyl alcohol	Pentachlorobenzene	
N-Nitrosopyrrolidine		Dichloromethane		Aluminum phosphide	Phenylmercuric acetate	
Nickel subsulfide		Dieldrin		Ametryn	Phosphine	
Propylene oxide		Epichlorohydrin		Amitraz	Phosphorus	
Vinylidene chloride		Folpel		Antimony	Pirimiphos methyl	
		Fomesafen		Avermectin B1	Prochloraz	
		Furmecycloz		Benflazon	Prometryn	
		Hexachlorocyclohexane		Beryllium	Propachlor	
		Hexachlorodibenzo p dioxin, mixture (HxCDD)		Bis(isobutyltin) oxide	Propanil	
		Hydrazine		Bromomethane	Propargyl alcohol	
		Isophorone		Captafol	Propiconazole	
		N-Nitrosodi-n-butylamine		Carbamothioic acid, dipropyl-, S-propyl ester	Quinalphos	
		N-Nitrosodi-n-propylamine		Carbofuran	Quisalofof-ethyl	
		N-Nitrosodiethanolamine		Carbosulfan	Rotenone, Commercial	
		N-Nitrosodiethylamine		Chlorpyrifos	S,S,S-Tributyltrihydrophosphate	
		N-Nitrosodimethylamine		Copper cyanide	Tri-n-butyl acid	
		N-Nitrosodiphenylamine		Cyclotrimethylene trinitramine	Tri-n-butylamine	
		N-Nitrosomethylamine		Cyhalothrin	Tri-n-butyl azide (Na(N3))	
		N-Nitrosopyrrolidine		DDT	Sodium fluoroacetate	
		Polychlorinated biphenyls		Demeton	Strychnine	
		Prochloraz		Dicrotophos	Sulfotep	
		Propylene oxide		Dieldrin	Terbacil	
		Vinylidene chloride		Dimethoate	Terbutryn	
				Dinitrobutyl phenol	Tetraethyl lead	
				Diquat	Thallium chloride TICl	
				Disulfoton	Thallium(I) acetate	
				Duron	Thallium(I) carbonate	
				Dodine	Thallium(I) nitrate	
				Endosulfan	Thallium(I) sulfate	
				EPN	Thiobencarb	
				Ethion	Thiram	
				Fenamiphos	Triallate	
				Fluvalinate	Tribenuron methyl	
				Fonofos	Vanadium pentoxide	
				Furan	Vinylidene chloride	
				Furfural	Warfarin	
				Glufosinate ammonium	Zinc phosphide	

Exhibit 4-11
Potential Endocrine Disruptors

<u>Known and Possible Constituents</u>	<u>TC Analytes</u>
2,3,7,8-tetrachlorodibenzodioxin (2378-TCDD)	cadmium
2,4,5-trichlorophenoxyacetic acid (2,4,5-T)	heptachlor and heptachlor epoxide
alachlor	lead
aldicarb	lindane
b-hexachlorocyclohexane (b-BHC)	mercury
butylbenzylphthalate (BBP)	methoxychlor
DDD	pentachlorophenol (PCP)
DDE	toxaphene
DDT	
dibromochloropropane (DBCP)	
dibutyl phthalate (DBP)	
dieldrin	
diethylhexyl phthalate (DEHP)	
dimethyl phthalate (DMP)	
dioctyl phthalate (DOP)	
endosulfan	
mirex	
parathion	
polychlorinated biphenyls (PCBs)	
polychlorinated dibenzodioxins (PCDDs)	
styrene	

endocrine disruptors, it is difficult to predict if these chemicals would present risk to humans and non-human receptors. Nevertheless, the fact that so many of these chemicals are present among the constituents may cause concern.

Potential for Frequent Occurrence in Wastes. The combined list of known and possible non-hazardous industrial waste constituents were also searched to identify those chemicals with high potential for occurrence in wastes, as indicated by TRI releases and/or non-confidential TSCA Inventory production data. The results of this analysis are summarized in Exhibit 4-12. Constituents are included in the table only if either TRI release data or non-CBI TSCA inventory data are available for them.

Volatility and Persistence. As discussed in Section 3.5, volatility and persistence appear to be key indicators of potential risks for the TC analytes. In the first four columns of Exhibit 4-13, the known and possible non-hazardous industrial waste constituents are screened against these properties. Vapor pressure of 1.3×10^{-3} atmosphere (which is approximately equivalent to 1 mm Hg) is used to identify volatile chemicals. This measure approximates the potential to volatilize; many chemicals with lower vapor pressure could volatilize readily under certain waste management conditions. Even so, 70 known or possible non-hazardous industrial waste constituents fall into this category. This

**EXHIBIT 4-12 TRI RELEASES AND NON-CONFIDENTIAL TSCA PRODUCTION VOLUME DATA FOR
THE KNOWN AND POSSIBLE NON-HAZARDOUS INDUSTRIAL WASTE CONSTITUENTS**

Chemical CAS	Chemical Name	1994 TRI Release Volume > 1 million lbs.	1994 Non-Confidential TSCA Production Volume > 1 million lbs.
Known Chemicals			
0000071-55-6	1,1,1-Trichloroethane	X	
0000079-00-5	1,1,2-Trichloroethane		X
0000095-63-6	1,2,4-Trimethylbenzene	X	
0000107-06-2	1,2-Dichloroethane	X	
0000542-75-6	1,3-Dichloropropylene		X
0000075-07-0	Acetaldehyde	X	
0000075-05-8	Acetonitrile	X	X
0000079-06-1	Acrylamide	X	X
0000079-10-7	Acrylic acid	X	
0000107-13-1	Acrylonitrile	X	
0007429-90-5	Aluminum (fume or dust)	X	
0007664-41-7	Ammonia	X	
0000062-53-3	Aniline	X	
----	Antimony compounds	X	
0000071-43-2	Benzene	X	
0000074-83-9	Bromomethane	X	CBI
0000075-15-0	Carbon disulfide	X	
0000056-23-5	Carbon tetrachloride		X
0007782-50-5	Chlorine	X	
0000108-90-7	Chlorobenzene	X	
0000075-00-3	Chloroethane	X	
0000067-66-3	Chloroform	X	X
0000074-87-3	Chloromethane	X	
0007440-47-3	Chromium	X	
0007440-50-8	Copper	X	
0008001-58-9	Creosote	X	
0001319-77-3	Cresol (mixed isomers)	X	
0000098-82-8	Cumene	X	
----	Cyanide compounds	X	
0000075-71-8	Dichlorodifluoromethane	X	
0000075-09-2	Dichloromethane	X	
0000100-41-4	Ethylbenzene	X	
0000107-21-1	Ethylene glycol	X	
0000050-00-0	Formaldehyde	X	
0000064-18-6	Formic acid	X	
----	Glycol Ethers	X	
0000067-72-1	Hexachloroethane		X
0000074-90-8	Hydrogen cyanide	X	
0007664-39-3	Hydrogen fluoride	X	
0007783-06-4	Hydrogen sulfide		X
0007439-96-5	Manganese	X	
0000067-56-1	Methanol	X	
0000078-93-3	Methyl ethyl ketone	X	
0000108-10-1	Methyl isobutyl ketone	X	
0000080-62-6	Methyl methacrylate	X	
0000071-36-3	n-Butyl alcohol	X	
0000091-20-3	Naphthalene	X	
----	Nickel compounds	X	
0000095-47-6	o-Xylene	X	
0000106-42-3	p-Xylene	X	
0000108-95-2	Phenol	X	
0000100-42-5	Styrene	X	
0000127-18-4	Tetrachloroethylene	X	X
0000108-88-3	Toluene	X	
0000079-01-6	Trichloroethylene	X	
0000075-69-4	Trichlorofluoromethane	X	
0000108-05-4	Vinyl acetate	X	
0000075-01-4	Vinyl chloride	X	X
0001330-20-7	Xylene (mixed isomers)	X	
0007440-66-6	Zinc	X	
Possible Chemicals			
0000106-99-0	1,3-Butadiene	X	
0000576-26-1	2,6-Dimethylphenol		X
0001332-21-4	Asbestos (friable)		X
0010049-04-4	Chlorine dioxide	X	
0000126-99-8	Chloroprene	X	
0000121-82-4	Cyclotrimethylene trinitramine		X
0000076-13-1	Freon 113	X	
0000121-69-7	N,N-Dimethylaniline		X
0000075-56-9	Propylene oxide	X	

EXHIBIT 4-13 VOLATILITY, PERSISTENCE, AND BIOACCUMULATION/BIOCONCENTRATION SUMMARY POTENTIAL OF KNOWN AND POSSIBLE NON-HAZARDOUS INDUSTRIAL WASTE CONSTITUENTS

Vapor Pressure > 1.3e-3 atm.	Air Half-Life > 75th Percentile	Low Soil/Water Degradation Constant (< 0.5)	Kow > 10 ⁵	High Fish BAF (>1000)	High Fish BCF (>1000)	Beef Blottransfer Factor > 7.8e-4
1,1,1,2-Tetrachloroethane	Dichloromethane	1,2-Dichloropropane	2,3,7,8-TCDD	1,2,4,5-Tetrachlorobenzene	2,3,4,6-Tetrachlorophenol	1,2,4,5-Tetrachlorobenzene
1,1,1-Trichloroethane	Polychlorinated biphenyls	2,3,7,8-TCDD	3-Methylcholanthrene	alpha-Hexachlorocyclohexane	3-Methylcholanthrene	2,3,7,8-TCDD
1,1,2,2-Tetrachloroethane		3-Methylcholanthrene	7,12-Dimethylbenz[a]anthracene	beta-BHC	Aldrin	3-Methylcholanthrene
1,1,2-Trichloroethane		Aldrin	Aldrin	DDE	Butyl benzyl phthalate	7,12-Dimethylbenz[a]anthracene
1,2,3-Trichloropropane		Antimony	Benz[a]anthracene	DDT	Chlorobenzilate	Aldrin
1,2-Dibromoethane		Benz[a]anthracene	Benz[a]phenanthrene		DDD	Antimony
1,2-Dichlorobenzene		Benzo[a]phenanthrene	Benzo[a]pyrene		Diallate	Benz[a]anthracene
1,2-Dichloroethylene, trans		Benzo[a]pyrene	Benzo[b]fluoranthene		Dibutyl phthalate	Benzo[a]phenanthrene
1,2-Dichloropropane		Benzo[b]fluoranthene	DDD		Dieldrin	Benzo[a]pyrene
1,3-Dichloropropylene		Beryllium	DDE		Diethylstilbestrol	Benzo[b]fluoranthene
1,4-Dioxane		Copper	DDT		Hexachlorocyclopentadiene	Beryllium
2-Chlorophenol		DDD	Di(2-ethylhexyl) phthalate		Kepone	Butyl benzyl phthalate
2-Ethoxyethanol		DDE	Dibenz[a,h]anthracene		Pentachlorobenzene	Copper
2-Nitropropane		DDT	Dieldrin			DDD
Acetone		Dibenz[a,h]anthracene	Diethylstilbestrol			DDE
Acetonitrile		Dieldrin	Fluoranthene			DDT
Acrolein		Indeno(1,2,3-cd)pyrene	Hexachlorocyclopentadiene			Di(2-ethylhexyl) phthalate
Acrylonitrile		Kepone	Indeno(1,2,3-cd)pyrene			Dibenz[a,h]anthracene
Allyl chloride		Manganese	Kepone			Dibutyl phthalate
Benzyl chloride		Molybdenum	n-Dioctylphthalate			Dieldrin
Bis(2-chloroethyl) ether		Nickel	Pentachlorobenzene			Diethylstilbestrol
Bromoform		Pyrene	Polychlorinated biphenyls			Fluoranthene
Bromomethane		Thallium	Pyrene			Hexachlorocyclopentadiene
Carbon disulfide		Vanadium (fume or dust)				Indeno(1,2,3-cd)pyrene
Chlorodibromomethane		Zinc				Kepone
Chloromethane						Molybdenum
Chloroprene						n-Dioctylphthalate
cis-1,2-Dichloroethylene						Nickel
cis-1,3-Dichloropropene						Pentachlorobenzene
Cumene						Polychlorinated biphenyls
Dichlorobromomethane						Pyrene
Dichlorodifluoromethane						Thallium
Dichloromethane						Vanadium (fume or dust)
Epichlorohydrin						
Ethane, 1,1'-oxybis-						
Ethyl acetate						
Ethyl methacrylate						
Ethylbenzene						
Ethylidene Dichloride						
Formaldehyde						
Formic acid						
Freon 113						
Furan						
Isobutyl alcohol						
Methanol						
Methyl isobutyl ketone						
Methyl methacrylate						
Methylene bromide						
n-Butyl alcohol						
N-Nitrosodi-n-propylamine						
N-Nitrosodimethylamine						
N-Nitrosodimethylamine						
N-Nitrosomethylethylamine						
p-Chloroaniline						
Styrene						
Toluene						
trans-1,3-Dichloropropene						
Trichlorofluoromethane						
Vinylidene chloride						
Xylene (mixed isomers)						

finding suggests that, as for the volatile TC analytes, volatilization releases and inhalation exposures (and possibly indirect exposures) may be a concern for some of these chemicals.

Two chemicals, both chlorinated organics, are identified as having long half-lives (greater than 0.15 year) in air. This finding does not mean that all of the other constituents are too short-lived to be of concern through air exposures. Half-lives on the order of a few hours or days also may be of concern in terms of direct inhalation exposures. This criterion is more indicative of the potential for long-range (e.g., regional or global-scale) transport of these chemicals in the vapor phase. Also, as noted in Section 3.5, the air half-lives of many of the inorganic waste constituents (especially the metals) bound to particulates would also be limited only by how long the particles remained suspended in the atmosphere.

The third column of Exhibit 4-13 identifies the non-hazardous industrial waste constituents that are relatively persistent either in soils or in the water column. The metals all fall into this category, along with the PAHs, many chlorinated pesticides, and 2,3,7,8-TCDD. The only volatile organic chemical in this category is 1,2-dichloropropane. Appearance in this category arouses concern for potential inhalation and indirect pathway exposure risks, as discussed in Section 3.5.

A high Kow, as indicated in the fourth column, indicates a high potential to bind to soil organic matter. It is highly correlated with the tendency to bioaccumulate. Thirty-one of the known and possible waste constituents including many persistent pesticides and PAHs, are in this category.

Bioaccumulation Potential. The last three columns of Exhibit 4-13 indicate the potential for bioaccumulation by the known and possible non-hazardous industrial waste constituents in aquatic and terrestrial food chains. The constituents with aquatic BCFs or BAFs greater than 1,000 are limited to the chlorinated pesticides, several phthalate esters, and diethylstilbestrol (DES). This finding does not imply that no other constituents present significant risks through indirect pathways; nevertheless, the identified chemicals are all clearly recognized as being problematic from the point of view of bioconcentration. If these chemicals were released in significant amounts from non-hazardous waste industrial management activities, they could present substantial risks through food-chain exposures.

The last column of the table lists chemicals that are taken up from feed by beef cattle with above-average (greater than 75th percentile) efficiency. This list includes most chemicals that also are of potential concern for aquatic ecosystems. Also, several additional classes of chemicals are identified, including the metals and PAHs. Although the beef biotransfer factor is only one of many parameters determining the potential for risks to humans from beef consumption, it is a reasonable indicator of potential concern for this pathway and is a useful indicator of exposure potential in other terrestrial food chains.

LNAPL and DNAPL Formation. The potential to form nonaqueous phase liquids (NAPLs) is of great concern from the point of view of waste management risks. Historically, NAPLs have been serious problems in the remediation of hazardous waste, because of their high potential risks and high remediation costs. Any chemical that is relatively insoluble in water and is a liquid at ambient temperature can be the principal component of a NAPL. If the chemical or chemical mixture is denser than water, then a dense nonaqueous phase liquid (DNAPL) is formed. If the liquid is less dense than water, a light nonaqueous phase liquid (LNAPL) may be formed.

DNAPLs are of particular concern because, when they escape to groundwater, they will sink through the unsaturated zone or aquifer until they encounter bedrock or another barrier. They can remain at the bottom of the aquifer (for example, in bedrock fractures) where they are hard, or in some cases nearly impossible, to remediate. Most DNAPLs undergo only limited degradation in the subsurface, and persist for long periods while slowly releasing soluble organic constituents to groundwater. Even with a moderate DNAPL release, dissolution may continue for hundreds of years or longer under natural conditions before all the DNAPLs are dissipated and concentrations of soluble organics in groundwater return to background levels. When released into surface water, DNAPLs tend to sink to the bottom and contaminate sediments. LNAPLs, in contrast, will tend to float on the surface of an aquifer, where they are easier to remedy; yet, they also can contaminate large volumes of groundwater through slow dissolution. Both LNAPLs and DNAPLs also can facilitate the transport of toxic waste constituents by solubilizing chemicals that would otherwise be immobile in waste or soil matrices.

It is difficult to predict the circumstances under which LNAPL and DNAPL formation will occur and pose a risk to human health or the environment. Whether significant amounts of NAPLs will form depends on the composition of the wastes and the management practices employed. Reports of nonaqueous phase liquids were not found among the release descriptions for non-hazardous industrial waste management summarized in Chapter 2, possibly due to limitations in monitoring requirements. EPA has recently conducted a study of the potential for DNAPL formation at hazardous waste (NPL) sites, and identified several industries where NAPL formation is particularly likely to occur.¹² These industries include wood treating sites, general manufacturing, organic chemical production, and "industrial waste landfills". A wide variety of chemicals have been found in NAPLs, and it appears that if a chemical is to be the major constituent of a NAPL, the most important requirements are relative insolubility in water and liquidity at ambient temperatures.

Exhibit 4-14 identifies a number of the known and possible non-hazardous industrial waste constituents with the requisite physical properties. Since there is no clear dividing line between chemicals likely and not likely to form NAPLs, this list was developed using a combination of professional judgment and information about the physical properties of the waste constituents. All of the chemicals listed are organics, have relatively low water solubilities, and are liquid at room temperature (melting points greater than 7°C, boiling point greater than 30°C). Those indicated as being potential DNAPL formers have bulk liquid densities greater than 1 gm/cc, while those with densities less than water are indicated as potential LNAPL formers. The distinction is not clear-cut however, as a mixture of light and heavy constituents at different relative concentrations might have widely varying densities.

Exhibit 4-14 identifies more potential DNAPL formers than LNAPL formers found among the known and possible waste constituents. Based on density considerations, the LNAPL formers tend to be primarily the non-halogenated hydrocarbons, including "BTEX"¹³ and compounds with similar properties, whereas the DNAPL formers tend to be primarily chlorinated and brominated chemicals. Not included in the NAPL list are pesticides that also fulfill the physical criteria, but which are no longer produced (see Chapter 9) and thus are less likely to be present in significant amounts in pure form in non-hazardous industrial wastes. These findings suggest that, on physical bases alone, many

¹² U.S. Environmental Protection Agency, Office of Solid Waste and Emergency Response, Evaluation of the Likelihood of DNAPL Presence at NPL Sites, EPA 540-R-93-073, September 1993.

¹³ BTEX refers to benzene, toluene, ethylbenzene, and xylene, which are common constituents of gasoline.

Exhibit 4-14
LNAPL/DNAPL Formation Potential of Known
and Possible Non-Hazardous Industrial Waste Constituents

Chemical Name	NAPL Type ^a	Chemical Name	NAPL Type ^a
1,1,1,2-Tetrachloroethane	D	Chloropropene	D
1,1,1-Trichloroethane	D	cis-1,2-Dichloroethylene	D
1,1,2-Trichloropropane	D	cis-1,3-Dichloropropene	D
1,1,2,2-Tetrachloroethane	D	Cumene	L
1,1,2-Trichloroethane	D	Di(2-ethylhexyl) phthalate	L
1,2,3-Trichloropropane	D	Dibutyl phthalate	D
1,2-Dibromo-3-chloropropane	D	Dichlorobromomethane	D
1,2-Dibromoethane	D	Diethyl phthalate	D
1,2-Dichlorobenzene	D	Dimethyl phthalate	D
1,2-Dichloroethylene, trans	D	Ethylbenzene	L
1,2-Dichloropropane	D	Ethylidene Dichloride	D
1,3-Dichloropropylene	D	Freon 113	D
2,3-Dichloropropanol	D	Hexachlorocyclopentadiene	D
2,3,4,6-Tetrachlorophenol	D	n-Dioctylphthalate	L
2,4-Dichlorophenol	D	N-Nitrosodi-n-propylamine	L
2-Chloroacetophenone	L	p-Chloroaniline	D
Acetophenone	L	Propylene oxide	L
Allyl chloride	L	Safrole	L
Benzyl chloride	D	Styrene	L
Bromoform	D	Toluene	L
Butyl benzyl phthalate	D	trans-1,3-Dichloropropene	D
Carbon disulfide	D	Trichlorofluoromethane	D
Chlorodibromomethane	D	Xylene (mixed isomers)	L

Notes:

^a D = DNAPL (density of pure compound > 1.0 gm/cc)

L = LNAPL (density of pure compound < 1.0 gm/cc)

of the known and possible non-hazardous industrial waste constituents could form LNAPLs or DNAPLs. As noted above, however, when this actually occurs depends to a large degree on the specific characteristics of the wastes and waste management practices.

EPA's analysis of DNAPL formation at NPL sites found that the contaminants most directly associated with DNAPL presence include creosote compounds, coal tar compounds, polychlorinated biphenyls (PCBs), chlorinated solvents, and mixed solvents.¹⁴

¹⁴ U.S. Environmental Protection Agency, Office of Solid Waste and Emergency Response, Evaluation of the Likelihood of DNAPL Presence at NPL Sites, EPA 540-R-93-073.

4.4.3 Screen Combined List Against Multiple Parameters

This section discusses the results of one last round of screening conducted on the entire combined list of known and possible non-hazardous industrial waste constituents. This analysis combines toxicity, persistence, volatility, and bioaccumulation screens in various combinations in order to identify the chemicals most likely to pose risks by various exposure pathways. Only constituents in the intersections of the screens remain (e.g., only constituents that are persistent and highly toxic). For human toxicity, the criteria have been applied in the following order:

- Persistent and Highly Toxic to Humans. This combination is intended to identify highly toxic chemicals that could pose risks through any pathways involving long-term release and transport of contaminants, such as groundwater and indirect pathways involving air, surface water, or groundwater releases.
- Persistent, Highly Toxic to Humans and Bioaccumulative. This screen narrows the above waste constituents to those with potential for adverse effects through indirect food chain exposure.
- Persistent, Highly Toxic to Humans, Bioaccumulative, and Volatile. This combination further narrows the above chemicals to those with potential to cause indirect pathway risks through air releases.

A fourth screen applied persistent, ecotoxic, and bioaccumulative criteria to the combined list of constituents. This combination of screening criteria is intended to identify chemicals for which potential harm to ecological receptors is a potential concern.

The individual criteria used in combination are described in Section 4.3. The persistence screen consisted of a determination of whether the chemicals had soil or water column degradation rate constants of less than 0.5/year. "Highly toxic" indicates any chemical having a CSF or Unit Risk above the 50th percentile of all chemicals, or a chronic RfD below the 50th percentile. Volatility was screened against Henry's Law constant of 10^{-5} atm-m³/mole, and bioaccumulation potential determined by an aquatic BCF or BAF value of greater than 1,000 L/Kg.

The results of the combined screening of known and possible non-hazardous industrial waste constituents are summarized in Exhibit 4-15. To a substantial degree, these results parallel the screening-level modeling results for the TC analytes discussed in Section 3.5. Four of the nine persistent and highly toxic chemicals are chlorinated pesticides or degradation products, along with three metals (antimony, beryllium, and molybdenum), benzo(a)pyrene, and 2,3,7,8-TCDD. The appearance of benzo(a)pyrene suggests that other high molecular weight PAHs (some of which are also carcinogens) might also pass this screen if CSF values were available for these compounds. In addition, several other chlorinated pesticides have properties that just miss the toxicity or persistence cutoff values.

When bioaccumulation potential is added to the screening conditions (second column of Exhibit 4-15), no chemicals drop out. This finding shows the high correlation between persistence and bioaccumulative potential: if a chemical was not persistent, it would lack the opportunity to accumulate in environmental media or tissue.

Exhibit 4-15
Multiple Screening Criteria Applied to Known
and Possible Non-Hazardous Industrial Waste Constituents

Persistent and Highly Toxic	Persistent, Highly Toxic, and Bioaccumulative	Volatile, Persistent, Highly Toxic, and Bioaccumulative	Persistent, Ecotoxic, and Bioaccumulative
2,3,7,8-Tetrachlorodibenzo-p-dioxin (TCDD) Aldrin ^a Antimony Benzo[a]pyrene Beryllium DDE DDT ^a Dieldrin Molybdenum	2,3,7,8-TCDD Aldrin ^a Antimony Benzo[a]pyrene Beryllium DDE DDT ^a Dieldrin Molybdenum	Aldrin ^a DDE DDT ^a	2,3,7,8-TCDD DDT ^a Dieldrin

Notes:

^a Use has been cancelled under FIFRA.

When the criterion of volatility is added to the preceding screens, three chemicals, all persistent pesticides remain. This result again parallels the results seen for the TC analytes in Section 3.5. If vapor pressure cutoff (1 mm Hg), rather than Henry's Law constant (10^{-5} atm.-M³/mole) is used to characterize the potential to volatilize, none of the chemicals qualify in this category.

The last column of Exhibit 4-15 identifies persistent, bioaccumulative, and ecotoxic chemicals. As might be expected from the previous screening results, these chemicals include chlorinated pesticides and 2,3,7,8-TCDD. Because the AWQC screen is based only on harmful concentrations, it does not include any screening for the concentrations normally encountered in the environment. Thus, if a much less toxic chemical (for example zinc or copper) were released into the environment in much larger amounts than the pesticides, the exposure concentrations might be much greater and adverse effects on ecological receptors might occur.

4.5 Driving Risk Pathways for the Known and Possible Non-Hazardous Industrial Waste Constituents

EPA has previously evaluated the potential risks associated with the management of many known and possible non-hazardous industrial waste constituents in the context of deriving proposed risk-based exit levels for the proposed HWIR-Waste rulemaking. As discussed in Section 3.5, these proposed exit levels were derived by back-calculating concentrations in wastewaters and nonwastewaters corresponding to acceptable risk levels. The magnitude of the modeled exit levels is inversely proportional to the magnitude of risk posed by the chemical when placed in the specified management units. Proposed exit levels are calculated for groundwater exposures and other pathways.

Thus, the proposed exit levels also indicate the relative importance of the exposure pathways for each chemical.

Exhibit 4-16 tabulates the exit levels for 128 of the known or possible non-hazardous industrial waste constituents (i.e., the entire combined list prior to any screens that were also addressed in the HWIR-waste proposed rulemaking), and the exposure pathways that were risk drivers for setting the exit levels. As in the case of the similar analysis for the TC analytes in Section 3.5, many of the known or possible non-hazardous industrial waste constituents have proposed exit levels that are quite low (68 are below 0.1 mg/l). Therefore, the Agency has determined that the presence of these constituents in wastes at even relatively low concentrations may pose significant risks to human health. Again it should be noted that the target cancer risk level used to derive the exit levels was 10^{-6} , rather than the 10^{-5} level used in the derivation of TC regulatory levels. Even so, these levels indicate potential cause for concern for many of these chemicals at even low concentrations in wastes.¹⁵

As was also the case for the TC analytes, non-groundwater pathway risks drive the establishment of exit levels for about one-quarter of the known or possible non-hazardous industrial waste constituents. The driving pathways include direct inhalation and vegetable and milk ingestion. Pesticides make up a large proportion of the chemicals for which non-groundwater pathways drive the risks, but many volatile chlorinated and nonchlorinated organics also fall into this category. Ecological, rather than human health risks, drive the setting of proposed exit levels for two chemicals (copper and parathion). These findings confirm the indications from the toxicity and fate and transport screening presented in the previous sections that inhalation and indirect pathways could be of concern for many of the known or possible non-hazardous industrial waste constituents.

4.6 Potential Acute Hazards Associated With Known and Possible Non-Hazardous Industrial Waste Constituents

To this point, the evaluation of the potential hazards associated with the possible and known non-hazardous industrial waste constituents has focused on chronic toxic effects. As discussed in Chapter 3, waste constituents may also pose risks from acute exposures, as well as from physical hazards associated with reactivity, flammability, or corrosivity. To investigate the possibility of acute adverse effects, the Agency has compared list of the known and possible waste constituents to lists developed by the EPA and other regulatory agencies that identify such hazardous properties. The results of this comparison are summarized in Exhibit 4-17.

As shown in the exhibit, 38 of the known and possible non-hazardous industrial waste constituents have been identified in one or more regulatory contexts as being acutely toxic.¹⁶ Although most of these chemicals are volatile organics, several acid gases and other inorganic compounds also are included. Appearance on these lists does not automatically indicate that acute

¹⁵ The Agency is currently revising the proposed HWIR-Waste exit level risk modeling methods in response to comments from the Science Advisory Board and other reviewers. Thus, the proposed exit levels shown in Exhibit 4-15 should be regarded as preliminary.

¹⁶ Edelstein, Maravene, "Memorandum to Paul Tobin on the Subject of a Database of Chemicals of Interest for Short Term Inhalation Exposure," September 1993. Sources of data for the database include the Emergency Planning and Community Right-to-Know Act (EPCRA) (40 CFR Part 355), Section 112(r) of the Clean Air Act (CAA) (40 CFR Part 68), and the Occupational Safety and Health Administration (OSHA) Process Safety Management (PSM) Standard (29 CFR Part 1910).

Exhibit 4-16
Lowest Proposed HWIR-Waste Exit Levels for
Known and Possible Non-Hazardous Industrial Waste Constituents

Constituent	Lowest Exit Level for chemicals from HWIR waste models (mg/L)	Model
1,1,1,2-Tetrachloroethane	0.0078	Groundwater
1,1,1-Trichloroethane	0.0539	Groundwater
1,1,2,2-Tetrachloroethane	0.0037	Direct inhalation
1,1,2-Trichloroethane	0.0018	Groundwater
1,2,3-Trichloropropane	0.34	Groundwater
1,2,4,5-Tetrachlorobenzene	0.0317	Groundwater
1,2,4-Trichlorobenzene	0.685	Direct inhalation
1,2-Dibromo-3-chloropropane	0.000114	Groundwater
1,2-Dichlorobenzene	6.1	Groundwater
1,2-Dichloropropane	0.0023	Groundwater
1,3,5-Trinitrobenzene	0.003	Groundwater
1,3-Dichloropropylene (1,3-Dichloropropene)	0.00085	Groundwater
1,3-Phenylenediamine	0.3	Groundwater
1,4-Dioxane	0.0136	Groundwater
2,3,4,6-Tetrachlorophenol	0.58	Groundwater
2,3,7,8-TCDD	1.78E-10	Groundwater
2,4,5-T acid	0.64	Groundwater
2,4-Dichlorophenol	0.18	Groundwater
2,4-Dimethylphenol	1.19	Groundwater
2,4-Dinitrophenol	0.105	Groundwater
2,6-Dinitrotoluene	0.064	Groundwater
2-Chlorophenol	0.32	Groundwater
2-Ethoxyethanol	14.7	Direct inhalation
2-Nitropropane	0.00019	Direct inhalation-worker
3,3'-Dimethoxybenzidine	0.0102	Groundwater
3-Methylcholanthrene	1.41E-06	Groundwater
7,12-Dimethylbenz[a]anthracene	2.76E-06	Groundwater
Acenaphthene	4.9	Groundwater
Acetone	6	Groundwater
Acetonitrile	0.3	Groundwater
Acetophenone	6.4	Groundwater
Acrolein	0.00248	Direct inhalation-worker
Acrylamide	0.000038	Groundwater
Acrylonitrile	0.00034	Groundwater
Aldrin	5.64E-07	Beef/milk ingestion
Allyl chloride	0.0742	Direct inhalation
alpha-Hexachlorocyclohexane	0.000142	Vegetable/root ingestion
Aniline	0.017	Groundwater
Antimony	0.053	Groundwater
Benz[a]anthracene	4.30E-06	Groundwater
Benzidine	6.80E-07	Groundwater
Benzo(a)pyrene	7.04E-06	Groundwater
Benzo[b]fluoranthene	0.0000661	Groundwater
Benzyl alcohol	15	Groundwater
Benzyl chloride	1.13	Vegetable/root ingestion
Beryllium	0.00032	Groundwater

Exhibit 4-16 (continued)
Lowest Proposed HWIR-Waste Exit Levels for
Known and Possible Non-Hazardous Industrial Waste Constituents

Constituent	Lowest Exit Level for chemicals from HWIR waste models (mg/L)	Model
beta-BHC	0.00021	Groundwater
Bis(2-chloroethyl) ether	0.00036	Groundwater
Bis(2-chloroisopropyl) ether	0.0019	Groundwater
Bromoform	0.018	Groundwater
Bromomethane (Methyl bromide)	0.37	Direct inhalation
Butyl benzyl phthalate	64	Groundwater
Carbon disulfide	0.738	Direct inhalation
Chlorobenzilate	0.0057	Groundwater
Chlorodibromomethane	0.0018	Groundwater
Chloromethane (Methyl chloride)	0.0959	Direct inhalation
Chloroprene (Chloro-1,3-butadiene, 2-)	0.515	Direct inhalation
cis-1,2-Dichloroethylene	0.64	Groundwater
cis-1,3-Dichloropropene	0.00485	Direct inhalation
Copper	5.91	Ecological (aquatic plants)
DDD	0.000126	Beef/milk ingestion
DDE	9.11E-06	Beef/milk ingestion
DDT	0.0000181	Beef/milk ingestion
Di(2-ethylhexyl) phthalate (BEHP)	0.00044	Beef/milk ingestion
Diallate	0.26	Vegetable/root ingestion
Dibenz[a,h]anthracene	6.34E-07	Groundwater
Dibutyl Phthalate (Di-n-butyl phthalate)	25.2	Groundwater
Dichlorodifluoromethane	11.9	Groundwater
Dieldrin	0.000059	Beef/milk ingestion
Diethyl Phthalate	54	Groundwater
Diethylstilbestrol	2.47E-11	Beef/milk ingestion
Dimethoate	0.77	Groundwater
Dimethyl Phthalate	3	Multimedia model
Diphenylamine	2.6	Groundwater
Disulfoton	0.0131	Groundwater
Endosulfan	0.94	Groundwater
Epichlorohydrin	0.335	Direct inhalation-worker
Ethyl acetate	114	Groundwater
Ethyl methacrylate	6.6	Groundwater
Ethylbenzene	8.1	Groundwater
Fluoranthene	1.74	Groundwater
Fluorene	3.4	Groundwater
Formaldehyde	0.0158	Direct inhalation-worker
Formic acid	105	Groundwater
Glycidylaldehyde	6.2	Groundwater
Hexachlorocyclopentadiene	0.00521	Direct inhalation
Hexachlorophene	5.15E-06	Beef/milk ingestion
Indeno(1,2,3-cd)pyrene	0.0000241	Groundwater
Isobutyl alcohol	15	Groundwater
Isophorone	0.162	Groundwater
Kepone	0.0000264	Beef/milk ingestion

Exhibit 4-16 (continued)
Lowest Proposed HWIR-Waste Exit Levels for
Known and Possible Non-Hazardous Industrial Waste Constituents

Constituent	Lowest Exit Level for chemicals from HWIR waste models (mg/L)	Model
m-Dinitrobenzene (1,3-Dinitrobenzene)	0.0064	Groundwater
Methanol	30	Groundwater
Methyl isobutyl ketone	3	Groundwater
Methyl methacrylate	8.1	Groundwater
Methyl parathion	0.662	Vegetable/root ingestion
Methylene bromide	0.19	Groundwater
Molybdenum	1.83	Groundwater
n-Dioctyl phthalate	0.002	Beef/milk ingestion
N-Nitroso-dimethyl amine	3.40E-06	Groundwater
N-Nitrosodi-n-butylamine	0.000036	Groundwater
N-Nitrosodi-n-propylamine	0.000017	Groundwater
N-Nitrosodiethylamine	3.18E-06	Groundwater
N-Nitrosodiphenyl amine	0.046	Groundwater
N-Nitrosomethylethylamine	6.80E-06	Groundwater
N-Nitrosopyrrolidine	0.000068	Groundwater
Naphthalene	2.7	Groundwater
Nickel	4.89	Groundwater
p-Chloroaniline	0.16	Groundwater
Parathion	0.128	Ecological (fish/aquatic organisms)
Pentachlorobenzene	0.0543	Groundwater
Phenol	32	Groundwater
Phenylmercuric acetate	0.0045	Groundwater
Phorate	0.106	Vegetable/root ingestion
Polychlorinated biphenyls	4.81E-06	Groundwater
Pyrene	1.69	Groundwater
Safrole	0.00095	Groundwater
Strychnine	0.0041	Vegetable/root ingestion
Styrene	15.4	Groundwater
Thallium	0.0192	Groundwater
Toluene	12.6	Groundwater
trans-1,2-Dichloroethylene	1.12	Groundwater
trans-1,3-Dichloropropene	0.0049	Direct inhalation
Trichlorofluoromethane	16	Groundwater
Tris(2,3-dibromopropyl) phosphate	0.000099	Groundwater
Vanadium (fume or dust)	3.71	Groundwater
Xylenes	22.4	Direct inhalation
Zinc	38.4	Groundwater

Notes:

Bolded chemicals have the lowest exit level in a non-groundwater pathway

Exhibit 4-17
Potential Acute Hazards Associated with Known
and Possible Non-Hazardous Industrial Waste Constituents

Acutely Toxic Chemicals		Highly Flammable Chemicals	Highly Reactive Chemicals
1,1,1-Trichloroethane	Furan	1,3-Butadiene	1,3,5-Trinitrobenzene
1,3-Butadiene	Hydrazine	Acetaldehyde	2,4,6-Trinitrotoluene
Acetaldehyde	Hydrogen cyanide	Chloroethane	
Acrolein	Hydrogen fluoride	Chloromethane	
Acrylonitrile	Hydrogen sulfide	Dimethylamine	
Allyl alcohol	Methacrylonitrile	Ethane, 1,1'-oxybis-	
Allyl chloride	Methanol	Ethylene oxide	
Ammonia	Methyl iodide	Formaldehyde	
Arsine	Methyl isocyanate	Furan	
Bis(chloromethyl) ether	Methyl mercaptan	Hydrogen cyanide	
Bromomethane	Nickel carbonyl	Hydrogen sulfide	
Carbon disulfide	Nitric oxide	Methyl mercaptan	
Chlorine	Nitrogen dioxide	Phosphine	
Chlorine dioxide	Phosgene	Propylene oxide	
Chloromethane	Phosphine	Vinylidene chloride	
Epichlorohydrin	Propylene oxide		
Ethylene oxide	Toluene		
Fluorine	Vinyl acetate		
Formaldehyde	Xylene (mixed isomers)		

Notes:

^a See text for categorization criteria.

adverse effects will occur, only that such effects could potentially be associated with management of wastes containing these chemicals.

Fifteen of the waste constituents are also identified as being highly flammable.¹⁷ These are mostly volatile organics, along with a few inorganic gases and liquids. They substantially overlap with the previous list. Only two of the known or possible non-hazardous industrial waste constituents are identified as being highly reactive.

¹⁷ ICF Incorporated, Draft Physical/Chemical Properties Criteria Database, October 1987. Sources of data for the database include the Department of Transportation (DOT) Hazardous Materials Table (49 CFR 172.101) and the National Fire Protection Association (NFPA) publication 325M, Fire Hazard Properties of Flammable Liquids, Gases, and Volatile Solids.

4.7 Identify Individual Chemicals and Classes of Chemicals Constituting Potential Gaps

The analyses in the previous sections help to clarify the nature of potential gaps in the hazardous waste characteristics associated with specific chemicals and chemical classes related to chronic human health risks and ecological risks. The analyses identified groups of chemicals most likely to be present in non-hazardous industrial waste, and screened them in terms of their toxicity, fate, and transport properties. The results of the proposed HWIR-waste modeling were reviewed, where available, to confirm and expand the findings of the screening results. Finally, the known and possible non-hazardous industrial waste constituents were reviewed with regard to their potential to cause acute adverse effects. As a result of these efforts, a number of potential gaps have been identified, as summarized in Exhibit 4-18.

This listing of potential gaps for non-TC analytes should not be taken as being either exhaustive or definitive. These gaps are potential, not actual gaps. They have been identified for purposes of targeting further analysis, not for purposes of choosing what constituent or wastes to regulate. Other potential gaps related to natural resource damages and regional or global environmental problems are discussed in Chapter 5. Also, Chapter 6 describes how several states have expanded the TC, implicitly identifying gaps in the TC. In Chapter 10, some of the unresolved issues identified in Exhibit 4-18 are discussed and the available information about the potential significance of these impacts is reviewed in detail.

EPA recognizes the limitations of this analysis. As noted previously, the data concerning the composition of non-hazardous industrial wastes are quite limited and generally quite old. This lack of data in large part explains the need for the elaborate screening procedures employed in this chapter. Few data are available on the current patterns of non-hazardous industrial waste generation, management, and disposal. In addition, the chemical-specific screening is further complicated by the lack of toxicity and fate and transport parameter data for a large proportion of the universe of possible waste constituents, which necessitated extensive use of professional judgment to supplement the screening process.

Exhibit 4-18
Potential Gaps in the Hazardous Waste Characteristics Identified Based
on the Hazardous Properties of Known and Possible Non-Hazardous
Industrial Waste Constituents

Potential Gap	Basis for Identification	Important Unresolved Issues, Data Gaps
Groundwater exposure to toxic metals	Potential variability in groundwater transport; finding of metals in groundwater above HBLs in release descriptions; proposed HWIR-waste risk results	Amounts and concentrations disposed; management practices; leaching characteristics
Groundwater and inhalation pathway exposures to volatile chlorinated organic compounds	Findings above HBLs in release descriptions; large number of volatiles among non-hazardous industrial waste constituents; screening-level risk results; proposed HWIR-waste risk results	Amounts and concentrations disposed; management practices
Inhalation pathway exposure to persistent organic pesticides	Screening level risk modeling; screening based on toxicity, fate and transport parameters	Whether these pesticides are still being managed in substantial amounts as non-hazardous wastes
Exposure to persistent organic pesticides and some metals through aquatic indirect pathways	Screening risk results; screening of waste constituents for persistence, bioaccumulation, toxicity, proposed HWIR-Waste risk results indicating non-groundwater pathways drive risks	Whether these pesticides are still being managed in substantial amounts as non-hazardous wastes
Risks to aquatic ecosystems from persistent pesticides	Ecotoxicity, persistence, bioaccumulation screening; analogy to screening risk modeling	Whether these pesticides are still being managed in substantial amounts as non-hazardous wastes
Risks to humans, ecological receptors from chlorinated dioxins, PCBs	Toxicity, fate and transport screening; analogy to screening risk results; proposed HWIR-Waste risk results	Amounts and concentrations managed (not high-volume chemicals)
Endocrine disruption (humans and ecological receptors) from exposure to chlorinated pesticides, phthalate esters	Findings in release descriptions; toxicological properties; fate and transport screening	Dose-responses relationships for individual and multiple agents; combined exposures are largely unknown
Adverse effects to humans from exposure to "BTEX" hydrocarbons ^a	Occurrence in release descriptions above HBLs; fate and transport screening	Amounts and concentrations disposed
Groundwater exposures to phenolic compounds	Occurrence in release descriptions above HBLs	Relatively low toxicity compounds; amounts and concentrations in non-hazardous wastes

Exhibit 4-18 (continued)
Potential Gaps in the Hazardous Waste Characteristics Identified Based
on the Hazardous Properties of Known and Possible Non-Hazardous
Industrial Waste Constituents

Potential Gap	Basis for Identification	Important Unresolved Issues, Data Gaps
Potential for LNAPL and DNAPL formation, primarily for halogenated solvents	Large number of waste constituents have physical properties consistent with NAPL formation (mostly DNAPLs)	NAPL formation is highly dependent on waste characteristics and specific management practices; few data are available
Exposure to PAHs	Occurrence in Subtitle D data; persistence; toxicity screening	Amounts and concentrations disposed
Acute effects; toxicity and other injuries	Many constituents are acutely toxic, highly flammable, or highly reactive	Acute risks are highly dependent upon nature and composition of wastes and management practices

Notes:

- ^a Toluene, ethylbenzene, xylenes; these compounds are all commonly found in gasoline, kerosene, and related petroleum products.

CHAPTER 5. POTENTIAL GAPS ASSOCIATED WITH NATURAL RESOURCE DAMAGES AND LARGE-SCALE ENVIRONMENTAL PROBLEMS

This chapter discusses risks associated with non-hazardous industrial waste management that are not addressed in Chapters 3 or 4. Chapter 3 examined potential gaps inherent in the current hazardous waste characteristics, thereby focusing on the adverse effects that the characteristics were meant to address, namely risks arising primarily from acute events such as fires, explosions, and acute exposures of waste management and transportation workers, and health risks caused by local environmental contamination near waste management units. Chapter 4 examined potential gaps associated with adverse human health or localized ecological effects from constituents not included in the toxicity characteristic. This chapter addresses a third set of risks associated with non-hazardous industrial waste management.

- Section 5.1 addresses the pollution of groundwater by constituents that diminish the value and usability of the resource without threatening human health;
- Section 5.2 addresses damage from non-hazardous industrial waste management to air quality through odors that harm the quality of life but may not have severe health effects; and
- Section 5.3 examines possible contributions to regional and global environmental problems from the management of non-hazardous industrial waste, including: air deposition to the Great Waters, damages from airborne particulates, global climate change, potential damage from endocrine disruptors, red tides, stratospheric ozone depletion, tropospheric ozone and photochemical air pollution, and water pollution.

These environmental problems may or may not meet the RCRA statutory or regulatory definitions of the types of risks that the hazardous waste management program is meant to address.

5.1 Damage to Groundwater Resources

As noted in Chapter 2, the most common and well-documented impact of releases from non-hazardous industrial waste management is groundwater contamination. If contamination is present at high enough concentrations, the use of the groundwater as a water supply for human consumption or other use may result in adverse effects on health. Human health risks associated with exposure to toxic pollutants are not the only concern associated with groundwater contamination, however. Non-toxic pollutants such as iron, chloride, or total dissolved solids may be present in concentrations that damage the aesthetic qualities and usability of the water without posing outright health hazards. In areas where groundwater is used as a drinking water supply, such water pollution must be remediated, limitations must be placed on its use, and/or alternative sources must be found. These actions may be expensive and strain existing water supplies. Where alternative supplies are not economically available, groundwater resources of marginal quality, which do not exceed health-based levels, may continue to be used. Even where the polluted groundwater is not used for drinking water, the value of

the resource may decline because it is no longer available for future use as drinking water without remediation.

This non-toxic pollution of groundwater from non-hazardous industrial waste management was found relatively often in the environmental release descriptions summarized in Chapter 2. Seventy-five (84 percent) of the 89 release descriptions with data on regulatory levels had constituents detected at levels exceeding non-health-based or non-ecologically-based standards, principally on aesthetic or usability criteria developed under the Safe Drinking Water Act as Secondary Maximum Contaminant Levels (SMCLs). Releases at 70 of these 75 sites also exceeded health and/or ecological-based standards. Of the 177 non-TC constituents identified in the release case studies, 9 constituents (plus pH and total dissolved solids) have SMCLs. (Some of these constituents also have health-based or ecologically-based levels.) Exhibit 5-1 lists all constituents with SMCLs and shows how frequently they were found among the 89 case studies where concentration and regulatory standards data were available. The most commonly detected constituents, iron, chloride, and manganese, all have SMCLs. Also, all SMCLs, except those for foaming agents, color, and corrosivity, were violated by at least several documented releases. (See Exhibit 2-6 for additional data on the concentrations at which these constituents were detected.)

Exhibit 5-1
Constituents/Properties with SMCLs Found in Release Descriptions

Constituents/Properties	Number of Times Detected	Number of Times Detected Above SMCL
pH	66	24
Iron	54	49
Chloride	52	32
Sulfate	50	29
Total dissolved solids	48	29
Manganese	39	34
Zinc	33	13
Copper	17	2
Aluminum	12	12
Fluorides	12	4
Color	0	0
Corrosivity	0	0
Odor	0	0
Foaming agents	0	0

5.2 Damage to Local Air Quality from Odors

Noxious odors historically have been reported in the vicinity of waste management facilities. Odor problems have caused minor health problems, reduced the quality of life, and reduced property values near such facilities. Information on the extent of such problems from non-hazardous industrial waste management is very limited. Odor problems were reported in several of the release descriptions initially identified by EPA, but these cases were excluded because they did not meet the Agency's strict selection criteria. Only one release description included reports by residents of odor problems.

Nevertheless, the case study development methodology may have missed many cases of odor problems from non-hazardous industrial waste management facilities because state regulatory programs largely focus on groundwater concerns. Also, odor problems are often handled at the local level and thus the states may not get involved.

The potential for odor problems clearly exists at non-hazardous industrial waste facilities that manage certain types of wastes. For example, food processing facilities (e.g., slaughterhouses that must dispose of offal and alimentary contents from slaughtered animals) may have odor problems if their air releases are not carefully managed. In addition to food wastes, potential odor problems may arise from chemical wastes. Exhibit 5-2 lists a number of the chemicals identified in the release descriptions (although not necessarily for odor) that have extremely low odor thresholds in either air or water. Ten of these chemicals have threshold odor concentrations in air (the lowest concentrations at which odors can be detected or recognized) of 0.01 mg/m³ or less, and six of them can be detected by odor in water solutions at concentrations of 0.006 mg/l or less.

Exhibit 5-2
Chemicals from Release Descriptions with Low Odor Thresholds

Chemical Name	Threshold Odor Concentrations in Air (mg/m ³)	Threshold Odor Concentrations in Water (mg/l)
1,2,4-Trichlorobenzene	-	0.005
2,4,6-Trichlorophenol	0.001	-
2,4-Dimethylphenol	0.001	-
Acetophenone	0.01	-
Benzenethiol	0.0005	-
beta-BHC	-	0.0003
Chlordane	-	0.0000025
Cresol (mixed isomers)	0.001	-
Diphenyl ether	0.01	-
Hexachloro-1,3-butadiene	-	0.006
Hexachlorocyclopentadiene	-	0.0016
Hexachloroethane	-	0.001
Methyl mercaptan	0.0002	-
Nitrobenzene	0.01	-
o-Cresol	0.0003	-
p-Cresol	0.004	-

Source: Verscheuren, Karel, Handbook of Environmental Data on Organic Chemicals, Second Edition, 1983

Because odor problems typically are handled locally and these problems likely do not meet the RCRA definition of risks meant to be addressed by the hazardous waste management program, EPA does not plan to investigate this area further following the Scoping Study.

5.3 Large-Scale Environmental Problems

EPA considered whether any major large-scale environmental problems (e.g., global climate change, potential damage from endocrine disruptors) might be caused, at least to some extent, by non-hazardous industrial wastes. Depending on the types of wastes and on the relative contributions of these wastes to the problem areas, changes in the hazardous waste characteristics might be one method to help reduce further damages.

EPA began this phase of the Scoping Study by developing an initial list of major large-scale environmental problems (or possible problems) that have potential links to non-hazardous industrial wastes (see Exhibit 5-3). Several of these problems overlap considerably with each other and with exposure and other damage pathways discussed previously. Furthermore, EPA recognizes that other environmental problems have potential links to non-hazardous industrial waste; however, given the limited resources available for this Scoping Study, the Agency chose to limit this analysis to some of the more likely areas of concern.

Exhibit 5-3. Initial List of Large-Scale Environmental Problems

- ✓ Air deposition to the Great Waters
- ✓ Damages from airborne particulates
- ✓ Global climate change
- ✓ Potential damages from endocrine disruptors
- ✓ Red tides
- ✓ Stratospheric ozone depletion
- ✓ Tropospheric ozone and photochemical air pollution
- ✓ Water pollution

Following the development of this list, EPA conducted preliminary evaluations of the problem areas to try to characterize the contributions to the problems from non-hazardous industrial wastes. Because these problems are typically characterized by highly complex interactions of a large number of factors, determining the exact contribution of non-hazardous industrial wastes to each problem is difficult and beyond the scope of this study. Instead, EPA was able to conduct only initial evaluations to identify areas that may have a significant contribution from non-hazardous industrial wastes and thus may warrant further analysis following the Scoping Study.

For environmental problems with a possible link to non-hazardous industrial wastes, EPA identified (where possible) the industries and waste streams that could be contributing to the problems and the relevant statutes and programs that are addressing the areas. The environmental problems evaluated for this Scoping Study are discussed below in the order (alphabetical) listed in Exhibit 5-3.

5.3.1 Air Deposition to the Great Waters

Pollutants emitted into the atmosphere are transported various distances and can be deposited to aquatic ecosystems far removed from their original sources.¹ Studies show that significant portions—often greater than 50 percent—of pollutant loadings to the Great Waters (i.e., Great Lakes, Lake Champlain, Chesapeake Bay, and coastal waters) are from atmospheric deposition. Thus, this pathway is an important factor in the degradation of water quality and the associated adverse health and ecological effects. Because of the mounting concern that air pollution contributes to water pollution, Congress included Section 112(m), Atmospheric Deposition to Great Lakes and Coastal Waters, in the Clean Air Act Amendments of 1990.

¹ U.S. Environmental Protection Agency, Office of Air Quality Planning and Standards, *Deposition of Air Pollutants to the Great Waters, First Report to Congress*, EPA-453/R-93-055, May 1994.

Both local and distant air emission sources contribute to a pollutant load at a given location. The sources of concern for the Great Waters primarily include industrial activities and processes involving combustion. At present, however, a complete and comprehensive inventory of the locations of particular sources and the amount of individual toxic pollutants that each source emits to the air is lacking. Nevertheless, EPA has identified several known air pollutants of concern for Great Waters. Exhibit 5-4 lists these pollutants and selected U.S. sources. Most pollutants in this exhibit are TC analytes, while a smaller set are chemicals (or chemical groups) of concern discussed in Chapter 4. Thus, these pollutants are likely candidates for further analysis as potential gaps in the hazardous waste characteristics.

Exhibit 5-4. U.S. Sources of Air Pollutants of Concern for Great Waters^a

Pollutant	Sources of Air Emissions
Cadmium and compounds	Fossil fuel combustion; aluminum production; cadmium, copper, lead, and zinc smelting; iron and steel production; battery manufacturing; hazardous waste and sewage sludge incineration; municipal waste combustion; petroleum refining; lime manufacturing; cement manufacturing; pulp and paper production; combustion of waste oil; pigment manufacturing; soil-derived dust; volcanoes
Chlordane	Insecticide application; ^b volatilization from soils, water, and treated building foundations due to past insecticide application; suspension of eroded soil particles
DDT/DDE	Insecticide application; ^b volatilization from soils and water due to past insecticide application
Dieldrin	Insecticide application; ^b volatilization from soils and water due to past insecticide application
Hexachloro-benzene	Manufacturing of chlorine and related compounds; combustion of materials containing chlorine; pesticide manufacturing; municipal waste combustion; fungicide application; ^b volatilization from soils and water due to past fungicide application
α-HCH	Insecticide application; ^b volatilization from soils and water due to past insecticide application
Lindane	Insecticide application; ^b volatilization from soils and water due to past insecticide application
Lead and compounds	Fossil fuel combustion; aluminum production; lead smelting; ferroalloys production; iron and steel production; battery manufacturing; hazardous waste and sewage sludge incineration; municipal waste combustion; petroleum refining; lime manufacturing; cement manufacturing; asphalt and concrete manufacturing; pulp and paper production; combustion of waste oil; paint application; ^b motor vehicles; ^b forest fires; suspension of eroded soil particles; volcanoes
Mercury and compounds	Fossil fuel combustion; copper and lead smelting; hazardous waste; municipal waste, medical waste, and sewage sludge incineration; lime manufacturing; cement manufacturing; chlorine and caustic soda manufacturing; paint application; ^b suspension of eroded soil particles; erosion from soils and water; volcanoes
PCBs	Incineration and improper disposal of PCB-contaminated waste; disposal of waste oil; malfunction of PCB-containing transformers and capacitors; electrical equipment manufacturing; pulp and paper production; volatilization from soils and water; municipal solid waste incineration and unregulated combustion
Polycyclic organic matter	Combustion of plant and animal biomass and fossil fuels; municipal waste combustion; petroleum refining; steel production; coke by-product recovery; aluminum production; plywood and particle board manufacturing; surface coating of auto and light duty trucks; asphalt processing; dry cleaning (petroleum solvent); fabric printing, coating, and dyeing; forest fires

Exhibit 5-4. U.S. Sources of Air Pollutants of Concern for Great Waters^a
(continued)

Pollutant	Sources of Air Emissions
2,3,7,8-TCDF	Hazardous, industrial, municipal, and medical waste and sewage sludge incineration; combustion of fossil fuels and organic materials containing chlorine; by-product of various metals recovery processes, such as copper smelting; accidental fires of treated wood products and PCB-containing transformers and capacitors; improper disposal of certain chlorinated wastes; pesticide production, application, and spills; pulp and paper production; volatilization and erosion of dust from landfill sites; forest fires
2,3,7,8-TCDD	Hazardous, industrial, and medical waste and sewage sludge incineration; municipal waste combustion; combustion of fossil fuels and organic materials containing chlorine; by-product of various metals recovery processes, such as copper smelting; accidental fires of treated wood products and PCB-containing transformers and capacitors; improper disposal of certain chlorinated wastes; pesticide production, application, and spills; pulp and paper production; volatilization and erosion of dust from landfill sites; forest fires
Toxaphene	Insecticide application; ^b volatilization from soils and water due to past insecticide application
Nitrogen compounds	Fossil fuel and other types of combustion; motor vehicles; fertilizer application; animal waste

^a From Table 9 of U.S. EPA, *Deposition of Air Pollutants to the Great Waters*, *supra* footnote 1.

^b Not currently a significant source in the U.S. due to manufacturing or use restrictions.

5.3.2 Airborne Particulates

Airborne particulate matter (PM) is one of the six high-priority research topics identified for the next few years by the EPA Office of Research and Development (ORD).² PM includes dust, dirt, soot, smoke, and liquid droplets directly emitted into the air by sources such as factories, power plants, transportation sources, construction activity, fires, and windblown dust. Concern regarding PM from non-hazardous industrial waste includes toxic constituents entrained on particulates. PM is also formed in the atmosphere by condensation or transformation of emitted gases such as sulfur dioxide, nitrogen oxides, and volatile organic compounds into small droplets.

Based on studies of human populations exposed to high concentrations of particles (often in the presence of sulfur dioxide) and on laboratory studies of animals and humans, the major concerns for human health include effects on breathing and respiratory symptoms, aggravation of existing respiratory and cardiovascular disease, alterations in the body's defense systems against foreign materials, damage to lung tissue, carcinogenesis, and premature death. The major subgroups of the populations that appear likely to be most sensitive to the effects of particulate matter include individuals with chronic obstructive pulmonary cardiovascular disease, individuals with influenza, asthmatics, the elderly, and children. Particulate matter may injure crops, trees and shrubs, and may damage metal surfaces, fabrics, and other materials. Fine particulates also impair visibility by scattering light and reducing visibility. The haze caused by fine particles can diminish crop yields by reducing sunlight.

² U.S. Environmental Protection Agency, Office of Research and Development, *Strategic Plan for the Office of Research and Development*, ORD, EPA/600/R-96/059, May 1996.

PM is increasingly being identified as posing a high potential for health and environmental risk and other potential damages. Nevertheless, EPA does not believe that PM is a significant waste characterization issue but rather a waste management issue. Furthermore, other programs (e.g., CAA National Ambient Air Quality Standards) are designed to address this area. Therefore, airborne particulates are not planned for further study as a potential gap.

5.3.3 Global Climate Change

Evidence is mounting that the increasing concentrations of greenhouse gases (GHGs) will ultimately raise (and some believe are currently raising) atmospheric and ocean temperatures significantly, which may in turn alter global weather patterns.³ Global climate already has changed over the past century, and the balance of evidence suggests a discernible human influence.⁴ Climate is expected to continue to change in the future.

EPA conducted a brief review of the major anthropogenic sources of the two predominant GHGs, carbon dioxide (CO₂) and methane (CH₄), to determine the relative contributions of non-hazardous industrial wastes, including their co-disposal with municipal solid waste (MSW). Before describing the results of this review, it is essential to understand some of the international conventions used to evaluate GHG emissions, as these conventions have a strong bearing on the results.

The United States and all other parties to the Framework Convention on Climate Change agreed to develop inventories of GHGs for purposes of developing mitigation strategies and monitoring the progress of those strategies. The Intergovernmental Panel on Climate Change (IPCC) developed a set of inventory methods to be used as the international standard.⁵ The screening methodology used in this section to evaluate emissions and sinks of GHGs attempts to be consistent with IPCC's guidance.

One of the elements of the IPCC guidance that deserves special mention is the approach used to address CO₂ emissions from biogenic sources. For many countries, the treatment of CO₂ releases from biogenic sources is most important when addressing releases from energy derived from biomass (e.g., burning wood), but this element is also important when evaluating waste management emissions (for example, the decomposition or combustion of grass clippings or paper). The carbon in paper and grass trimmings was originally removed from the atmosphere by photosynthesis, and under natural conditions, it would eventually cycle back to the atmosphere as CO₂ due to degradation processes. The quantity of carbon that these natural processes cycle through the earth's atmosphere, waters, soils, and biota is much greater than the quantity added by anthropogenic GHG sources. But the focus of the Framework Convention on Climate Change is on anthropogenic emissions – emissions resulting from human activities and subject to human control – because these emissions have the potential to alter the climate by disrupting the natural balances in carbon's biogeochemical cycle.

³ U.S. Environmental Protection Agency, Office of Policy, Planning, and Evaluation, *Environmental Goals for America, with Milestones for 2005 (Draft for Federal Review)*, June 1996.

⁴ Intergovernmental Panel on Climate Change (IPCC), *Climate Change 1995: The Science of Climate Change*, Second Assessment Report, Cambridge University Press, 1996.

⁵ IPCC, WGI Technical Support Unit, *IPCC Guidelines for National Greenhouse Gas Inventories: Reporting Instructions*, Bracknell, U.K., 1995.

Thus, for processes with CO₂ emissions, if the emissions are from biogenic materials and the materials are grown on a sustainable basis, then those emissions are considered to simply close the loop in the natural carbon cycle; that is, they return CO₂ to the atmosphere that was originally removed by photosynthesis. In such cases, the CO₂ emissions *are not* counted (and thus most CO₂ emissions from landfills are not counted). On the other hand, CO₂ emissions from burning fossil fuels *are* counted because these emissions would not enter the cycle were it not for human activity. Likewise, CH₄ emissions from landfills *are* counted, even though the source of carbon is primarily biogenic. CH₄ would not be emitted but for the human activity of landfilling the waste, which creates anaerobic conditions conducive to CH₄ formation.⁶ This approach does not distinguish between the timing of CO₂ emissions, provided that they occur in a reasonably short time scale relative to the speed of the processes that affect global climate change. That is, as long as the biogenic carbon would eventually be released as CO₂, it does not matter whether it is released virtually instantaneously (e.g., from combustion) or over a period of a few decades (e.g., decomposition on the forest floor).

CO₂ accounts for the largest share of U.S. GHG emissions, comprising 1,408 million metric tons of carbon equivalent (MMTCE) out of total 1994 U.S. emissions of 1,666 MMTCE.⁷ Combustion of fossil fuels results in the vast majority of the CO₂ emissions (1,390 MMTCE), with the remainder from industrial processes such as cement production, lime production, limestone consumption (e.g., iron and steel production), soda ash production and use, and CO₂ manufacture. CO₂ emitted from landfills as a product of both aerobic and anaerobic decomposition of organic wastes is not counted, as described above.

Methane is the second most important GHG; U.S. emissions in 1994 were 166 MMTCE.⁸ Of the anthropogenic CH₄ sources, the largest is landfills (which contribute 36 percent of the total U.S. methane emissions), agricultural activities (32 percent), coal mining (15 percent), production and processing of natural gas and oil (11 percent), fossil fuel combustion (3 percent), and wastewater treatment (0.6 percent).⁹ As explained above, CH₄ from landfills is counted as an anthropogenic GHG.

The majority of landfill CH₄ emissions result from MSW landfills (90 to 95 percent), with the remaining methane emitted from the disposal of industrial wastes. Methane emissions from large MSW landfills, however, are currently regulated under EPA's recent New Source Performance Standards and Emissions Guidelines,¹⁰ which require collection and control of landfill gas. Small MSW landfills and industrial waste monofills are not subject to these new regulations and thus may warrant further investigation. This is particularly true for small landfills or monofills managing non-

⁶ Because CH₄ has a higher global warming potential than CO₂, CH₄'s incremental global warming potential is counted.

⁷ U.S. Environmental Protection Agency, Office of Policy Planning and Evaluation, *Inventory of U.S. Greenhouse Gas Emissions and Sinks: 1990-1994*, EPA 230-R-96-006, November 1995.

⁸ *Ibid.*

⁹ *Ibid.*

¹⁰ 61 *Federal Register* 9905, March 12, 1996.

hazardous industrial wastes that have a high biochemical oxygen demand (such as wastes from paper mills and food processing), which have a high potential for generating CH₄.

In conclusion, non-hazardous industrial wastes may contribute to GHG emissions to the extent that they are highly degradable and either are disposed in small landfills (which are not subject to the landfill gas rule) or are released directly to the atmosphere. The emissions attributable to these wastes are small compared to other sources of GHGs. Nevertheless, the same highly putrescible wastes that would be of concern when disposed in a landfill environment are likely to cause taste and odor problems that adversely affect local air and water quality. To a large degree, the climate change risk (and much of the potential groundwater resource damage) could be readily averted for highly putrescible wastes by biological pretreatment prior to land disposal to reduce the potential for (a) methane formation and (b) production of odiferous compounds generated in an anaerobic environment. Further research could be conducted in this area to determine whether the potential contribution of non-hazardous industrial wastes to GHG emissions could be significant. However, given the current coverage of this problem area by other programs besides Subtitle C of RCRA, EPA does not plan to pursue global climate change within the context of the hazardous characteristics at this time.

5.3.4 Potential Damages from Endocrine Disruptors

Over the past decade, increased attention has been given to a class of chemicals with high persistence, bioaccumulation potential, and toxicity. These chemicals, often referred to as PBTs,¹¹ include a wide range of substances, generally several metals and a variety of organic compounds. EPA's involvement in PBT research and regulation has encompassed many programs. One of these programs, waste minimization, developed the Waste Minimization National Plan.¹² This plan established a national goal to reduce the most persistent, bioaccumulative, and toxic chemicals in hazardous wastes by 25 percent by the year 2000 and by 50 percent by the year 2005. Currently many international organizations, including the North American Commission for Environmental Cooperation and various United Nations groups, are debating PBT public policy and ultimately could generate binding commitments (e.g., treaties) that could affect U.S. national policy on PBTs. For example, an initial list of 12 PBTs is being considered for control under an international protocol.

Recently, interest in PBTs has escalated due to the growing attention on a subgroup of these chemicals called "endocrine disruptors" (EDs). EDs are substances that have the potential to interfere with hormonal systems in ecological and human receptors. The results of such interference might include adverse reproductive or developmental effects, certain kinds of cancers, learning and

¹¹ Several other terms are and have been used, such as persistent organic pollutants, which actually are a subset of PBTs.

¹² U.S. Environmental Protection Agency, Office of Solid Waste, "The Waste Minimization National Plan," EPA530-R-94-045, 1994.

behavioral problems, and immune system deficiencies.¹³ Recent concern has focused on the potential synergistic effects of EDs.¹⁴

Significant scientific debate still exists regarding which chemicals are EDs and the degree to which EDs have caused or have the potential to cause adverse human health and environmental effects. This debate has prompted great interest in researching the scope of ED impacts. For example, the study of EDs is one of the six high-priority research topics identified by EPA's Office of Research and Development (ORD) for the next few years.¹⁵ It has also been made a high priority by the U.S. chemical industry; the Chemical Industry Institute for Toxicology (CIIT) has reprogrammed much of its research budget into this area. To the extent that the impact of EDs on the environment are largely unknown, these chemicals may represent a substantial gap in the hazardous waste regulations.

Notwithstanding the current debate, recent review articles summarize convincing evidence that a variety of chemical pollutants can act as endocrine disruptors in wildlife populations.¹⁶ Some specific examples include the following:

- **Reptiles.** Researchers found that the reproductive development of alligators from Lake Apopka, Florida was severely impaired, apparently due to DDE, a metabolite of DDT and dicofol.¹⁷ The lake is located adjacent to an EPA Superfund site where a dicofol spill had occurred. The specific adverse effects included decreased testosterone and abnormal testicular cells in males and increased estrogen and altered ovaries (increased polyovular follicles and polynuclear oocytes) in females.

¹³ Center for the Study of Environmental Endocrine Effects, *Environmental Endocrine Effects: An Overview of the State of Scientific Knowledge and Uncertainties*, Discussion Draft (first released for public comment at the Sept. 22, 1995 public meeting of the Science Advisory Board of the U.S.-Canada International Joint Commission), Washington, DC (also available on the World Wide Web at <http://www.endocrine.org>).

¹⁴ Arnold, SF, Klotz, DM, Collins, BM, Vonier, PM, Guillette Jr., LJ, and McLachlan, JA, "Synergistic Activation of Estrogen Receptor with Combinations of Environmental Chemicals," *Science*, 272 (5267):1489, June 7, 1996; and Suplee, C, "'Environmental Estrogens' May Pose Greater Risk, Study Shows," *The Washington Post*, p. A4, June 7, 1996.

¹⁵ *Strategic Plan for the Office of Research and Development*, *supra* footnote 2.

¹⁶ Colborn, T., vom Saal, F.S., and Soto, A.M., "Developmental Effects of Endocrine-Disrupting Chemicals in Wildlife and Humans," *Environmental Health Perspectives*, 101(5):378-384, 1993; Guillette, L.J., Crain, D.A., Rooney, A.A., and Pickford, D.B., "Organization Versus Activation: The Role of Endocrine-Disrupting Contaminants (EDCs) During Embryonic Development in Wildlife," *Environmental Health Perspectives*, 103(Supp 7):157-164, 1995.

¹⁷ Guillette, L.J., Gross, T.S., Masson, G.R., Matter, J.M., Percival, H.F., and Woodward, A.R., "Developmental Abnormalities of the Gonad and Abnormal Sex Hormone Concentrations in Juvenile Alligators From Contaminated and Control Lakes in Florida," *Environmental Health Perspectives*, 102(8):680-688, 1994.

- **Birds.** A number of researchers have documented severely impaired reproductive success in herring gulls from the Great Lakes.¹⁸ Some specific observations include large clutch sizes (attributed to nest sharing by two females), female-female pair bonds, embryonic and chick mortality, and altered nest defense and incubation behavior. These effects were associated with high levels of organochlorines (e.g., DDT, dioxins, and mirex) in the 1960s and early 1970s. Reproductive success increased as levels of these compounds declined in the late 1970s and 1980s. Organochlorines that have been identified as estrogenic to bird embryos in laboratory studies include DDT and methoxychlor.¹⁹

In these cases, some of the causative agents appear to be organochlorine pesticides that are no longer produced (e.g., DDT) yet persist in the environment due to the nature of their chemical/physical properties. Although these chemicals are not generally expected to be components of non-hazardous industrial wastes, a number of similar chemicals currently used in industry have demonstrated similar endocrine disrupting properties in laboratory studies. These EDs are often present in treated sewage effluent,²⁰ and are likely to be components of non-hazardous industrial waste.

A recent field study found that effluent from sewage treatment works induced vitellogenin synthesis in male fish, indicating that the effluent is estrogenic.²¹ The effects were pronounced and occurred at all sites tested. The identity of the chemical or chemicals in the sewage effluent causing the effects is not known, however. A number of chemicals known to be present in sewage effluent were tested for estrogenic effects in fish. These chemicals included nonylphenol, octylphenol, bisphenol-A, DDT, and PCBs. Furthermore, a mixture of different estrogenic chemicals was found to be considerably more potent than each of the chemicals when tested individually, a finding that recently was replicated.²²

In addition to the effects described above, other documented endocrine disrupting effects in wildlife populations from industrial effluents have unknown causative agents. For example, kraft mill effluent caused a variety of effects in two fish species: white suckers and mosquitofish.²³ Lake Superior white suckers collected from a site receiving primary-treated bleached kraft mill effluent

¹⁸ Fox, G.A., "Epidemiological and Pathobiological Evidence of Contaminant-Induced Alterations in Sexual Development in Free-Living Wildlife," in Colborn, T., and Clement, C. (eds.), Chemically-Induced Alterations in Sexual and Functional Development: The Wildlife/Human Connection, Princeton Scientific Publishing, Princeton, NJ, pp. 147-158, 1992.

¹⁹ Fry, D.M., "Reproductive Effects in Birds Exposed to Pesticides and Industrial Chemicals," Environmental Health Perspectives, 103(Supp 7):165-171, 1995.

²⁰ Sumpter, J.P., and Jobling, S., "Vitellogenesis as a Biomarker For Estrogenic Contamination of the Aquatic Environment," Environmental Health Perspectives, 103(Supp 7):173-178, 1995.

²¹ *Ibid.*

²² Arnold, S.F., et al., *supra* footnote 14.

²³ Munkittrick, K.R., Portt, C.B., Van Der Krakk, G.J., Smith, I.R., and Rokosh, D.A., "Impact of Bleached Kraft Mill Effluent on Population Characteristics, Liver MFO Activity, and Serum Steroid Levels of A Lake Superior White Sucker (*Catostomus Commersoni*) Population," Can. J. Fish. Aquat. Sci., 48:1371-1380, 1991.

exhibited increased age to maturity, smaller gonads, lower fecundity with age, and an absence of secondary sex characteristics. Masculinization of female mosquitofish was noted downstream from the discharge of kraft mill effluent in Elevenmile Creek in Florida.²⁴

Several of the chemicals identified in this section are also identified in Chapter 4 as known or possible non-hazardous industrial waste constituents. Some of the relevant chemical groups are described in more detail below.

- **Alkylphenol Compounds.** Alkylphenol-polyethoxylates are non-ionic surfactants commonly used in industrial and domestic detergents as well as some shampoos and cosmetics. Alkylphenols are used as antioxidants in some clear plastics. Alkylphenol-polyethoxylates are biodegraded to alkylphenols during sewage treatment. These compounds persist in rivers and their sediments and can migrate to groundwater. These compounds also have the ability to bioconcentrate in animals.
- **Bisphenol-A.** This compound is used to manufacture polycarbonate, a component in a wide array of plastics and other polymer products. Bisphenol-A also is used to manufacture epoxy resins, which are components of a variety of lacquers and adhesives.
- **Phthalates.** Phthalates are one of the most abundant man-made chemicals in the environment. Phthalate esters are used in the production of various plastics. Butylbenzyl phthalate (BBP) also is used in the production of vinyl floor tiles, adhesives, and synthetic leather. Di-n-butylphthalate (DBP) is a common plasticizer in food-packaging materials and polyvinyl chloride. Thousands of tons of plastics are disposed of annually in landfills, thus possibly enabling phthalate esters to migrate into soil and groundwater. These compounds have the ability to bioconcentrate in animals.

As seen in Chapter 4, other categories of chemicals with ED characteristics (e.g., heavy metals) are present in wastes generated by numerous industries.

In conclusion, the evidence that alkylphenols, bisphenol-A, and phthalates are endocrine disruptors is based mainly on laboratory studies. The effects of these chemicals on wildlife populations is not known. Based on the endocrine disrupting effects of organochlorines on populations of fish, birds, reptiles, and mammals, however, it is possible that alkylphenols, bisphenol-A, phthalates, and other chemicals also could have endocrine disrupting effects in wildlife. Furthermore, as seen in Chapter 4, it is likely that some of these chemicals (e.g., the phthalates) are also components of several non-hazardous industrial wastes.

²⁴ Davis, W.P., and Bortone, S.A., "Effects of Kraft Mill Effluent on the Sexuality of Fishes: An Environmental Early Warning?" in Colborn, T., and Clement, C. (Eds.), Chemically-Induced Alterations in Sexual and Functional Development: The Wildlife/Human Connection, Princeton Scientific Publishing, Princeton, N.J., pp. 113-127, 1992.

5.3.5 Red Tides

Red tides are rapid increases in growth (i.e., blooms) of freshwater and marine plants called dinoflagellates, which typically are microscopic unicellular organisms that photosynthesize but also have tails for movement. A red tide occurs when dinoflagellates multiply rapidly due to optimal growth conditions such as abundant dissolved nutrients and sunlight. They produce toxins to defend themselves from zooplankton and other aquatic grazers. The term red tides includes orange, brown, red, and even green blooms.

Shellfish, such as clams, mussels, oysters, or scallops, consume dinoflagellates and can accumulate the toxins in their flesh. Usually, the shellfish are not severely affected, but they can contain enough toxins to sicken and even kill humans. The recently discovered *Pfiesteria piscida* is one of many species of dinoflagellate that causes red tides. It produces potent toxins that cause bleeding sores in fish and can adversely affect humans via air releases. It recently has caused massive fish kills in the Neuse and Pamlico Rivers in North Carolina.²⁵

Several case studies have shown the relationship between the levels of nutrients, such as phosphorus, nitrogen, silicon, and iron, in coastal and fresh waters, and the proliferation of red tides.²⁶ Studies also have shown that the high levels of nutrients and eutrophication of the water (which favors the development of red tides) are often caused by surrounding human development and industrial and domestic wastewaters.²⁷ Recent development of agribusiness and factory farms in coastal areas releases wastes with high levels of nutrients into the water that may favor red tides.²⁸

Some researchers believe that the occurrence of red tides has been increasing over the years, although improvements in the monitoring and reporting of red tides could account for this.²⁹ Even if such an increase were occurring, however, a commensurate increase in human poisoning from

²⁵ Broad, W.J., "A Spate of Red Tides Menaces Coastal Seas," *The New York Times*, August 27, 1996; and Lewitus, A.J., R.V. Jesien, T.M. Kana, J.M. Burkholder, H.B., Jr., Glasgow, E. May, "Discovery of the Phantom Dinoflagellate in Chesapeake Bay," *Estuaries* 18(2):373-378, 1995.

²⁶ Ikeda, T., T. Matsumoto, H. Kisa, Y. Ishida, A. Kawai, "Analysis of Growth Limiting Factors Causative of Freshwater Red Tide by Dinoflagellate *Peridinium Bipes* F. Occultatum," *Jap.-J.-Limnol.-Rikusuizatsu*, 54(3): 179-189, 1993; Jiang, G., "The Preliminary Study on The Eutrophication and the Red Tide in the South Coastal Area of Zhejiang, *Donghai-Mar.-Sci.-Donghai-Haiyang*, 11(2): 55-6, 1993; Okaichi, T., S. Montani, A. Hasui, "The Role of Iron in the Outbreaks of *Chattonella* Red Tide," *Red Tides: Biology, Environmental Science, and Toxicology*, Proceedings of the First International Symposium on Red Tides, held in November 10-14, 1987, in Takamatsu, Kagawa-Prefecture, Japan, p. 353-356; and "Thousands of Gulf Fish Die; Red Tide Is Probable Cause," *The New York Times*, September 1996.

²⁷ Skjoldal, H.R., "Eutrophication and Algal Growth in the North Sea," *Mar. Environ. Cent., Mar. Res.*, Bergen-Nordnes, Norway, p. 445-478, undated.

²⁸ Wu, R.S.S., "The Environmental Impact of Marine Fish Culture: Towards a Sustainable Future," *International Conference on Marine Pollution and Ecotoxicology*, held in Hong Kong, Jan. 22-26, 1995, Vol. 31, no. 4-12, p. 159-166; and Broad, *supra* footnote 25.

²⁹ Personal communications with Tony Amos, University of Texas Marine Science Institute, Port Aransas, Texas, and Daniel Baden, School of Marine and Atmospheric Science, Miami, Florida, on October 22, 1996.

ingestion of shellfish contaminated with dinoflagellate toxins has not been seen, likely because of the improved monitoring and reporting of red tides.³⁰

Notwithstanding the potential link between red tides and constituents that are often found in non-hazardous industrial waste, little if any evidence has been found during this review concerning the degree to which these wastes may be contributing to the problem. Therefore, for the purposes of this hazardous waste characteristic gaps study, EPA does not plan to conduct further research in this area at this time.

5.3.6 Stratospheric Ozone Depletion

The stratospheric ozone layer protects living organisms from damaging solar ultraviolet radiation (UV-B). Depletion of the ozone layer means a greater amount of UV-B radiation is reaching the earth's surface, which increases human skin cancers and cataracts, impairs human immune systems, reduces crop yields, and damages plant and animal life.³¹ Several industrial chemicals, including chlorofluorocarbons (CFCs), halons, carbon tetrachloride, methyl chloroform, and methyl bromide, are known to be stratospheric ozone-depleting substances (ODSs).

For many years, ODSs have been used in a variety of manufacturing and other activities. With the ratification of the Montreal Protocol and its subsequent amendments and adjustments, the United States agreed to eliminate the production of ODSs by January 1, 1996 (with a few exceptions). In addition, the disposal of ODSs is tightly controlled in order to prevent further ozone depletion. Thus, EPA believes that, for purposes of the hazardous waste characteristic gaps analysis, ozone-depleting and non-ozone-depleting risks (e.g., via inhalation during combustion or from groundwater during land disposal of residuals) do not need to be examined further at this time.

In a related area (though not necessarily a large-scale environmental problem), the ultimate elimination of ODSs has spurred the development of a large number of alternative chemicals and technologies to replace ODSs. In the United States, the Significant New Alternatives Policy (SNAP) Program was put in place by EPA to ensure that alternatives implemented to replace ODSs are not themselves environmentally harmful or unsafe for workers and others who might be exposed to the new chemicals. As part of this program, EPA has developed a series of SNAP Technical Background Documents to address the ODS substitutes.³² Before a new alternative is developed and introduced into interstate commerce, EPA must review the alternative and categorize it as acceptable, acceptable with limitations, or unacceptable, based on a risk screen of the alternative's characteristics. This risk screen addresses global atmospheric effects of the alternative, as well as worker, consumer, and general population exposure. Thus, groundwater damage and other more local adverse effects of the alternative from solid waste generation and management are included in this screening process. Therefore, EPA does not intend to conduct further investigations into the solid waste and hazardous characteristics implications of the SNAP-approved alternatives at this time.

³⁰ Personal communication with Scott Rippey, U.S. Food and Drug Administration, October 21, 1996.

³¹ *Environmental Goals for America, with Milestones for 2005 (Draft for Federal Review)*, *supra* footnote 3.

³² The majority of these documents were developed to support the first key substitutes rulemaking (59 *Federal Register* 13044, March 18, 1994).

5.3.7 Tropospheric Ozone and Photochemical Air Pollution

Photochemical reactions between organic chemicals, nitrogen oxides, and other oxidizing agents can produce ozone and photochemical oxidant pollution. Such pollution occurs in areas where sunlight is intense, emissions of nitrogen oxides and volatile organic compounds (VOCs) are high, and atmospheric conditions impede regional air circulation. Some chemicals emitted from non-hazardous industrial waste management units could contribute to the total emissions of volatile organics in some locations. As shown in Exhibit 4-2, many potentially reactive VOCs have been found as constituents of non-hazardous industrial wastes. This contribution, however, appears to be quite small. Recent emissions studies³³ have shown that, in most municipal areas where photochemical pollution is a problem, mobile and utility sources contribute the largest single portion of these emissions, with emissions from other sources generally contributing a smaller amounts. Thus, the Agency did not pursue this issue further as a potential gap in the hazardous waste characteristics.

5.3.8 Water Pollution

Based on information reported to EPA by States, Tribes, and other jurisdictions with water quality responsibilities, about 40 percent of the Nation's surveyed rivers, lakes, and estuaries are not clean enough for basic uses such as fishing or swimming.³⁴ Polluted runoff from rainstorms and snowmelt is the leading cause of this impairment. As seen below, the causes of this damage are highly varied.

- **Rivers.** Runoff from agricultural lands is the largest source of pollution for rivers. Municipal sewage treatment plants, storm sewers/urban runoff, and resource extraction also are among the leading sources. Bacteria, which can cause illnesses in swimmers and others involved in water-contact sports, are the most common pollutants impacting rivers. Siltation, nutrients (such as phosphates and nitrates),³⁵ oxygen-depleting substances, and metals are the other leading causes of river pollution.
- **Lakes.** As with rivers, runoff from agricultural lands is the largest source of pollution. Municipal sewage treatment plants, storm sewers/urban runoff, and unspecified nonpoint sources also lead the list. Leading causes of lake pollution are nutrients, siltation, oxygen-depleting substances, metals, and suspended solids.
- **Estuaries.** Storm sewers and urban runoff are the leading sources of pollution in estuaries. Municipal sewage treatment plants, agriculture, industrial point sources, and petroleum activities also lead the list. Nutrients, such as phosphates and nitrates, are the most often reported pollutant in estuaries.

³³ U.S. Environmental Protection Agency, Office of Air Quality Planning and Standards, National Air Quality and Emission Trends Report, 1991, EPA 454/R-95-014, October 1995.

³⁴ U.S. Environmental Protection Agency, Office of Water, *National Water Quality Inventory Report to Congress*, 1994.

³⁵ In excess, nutrients can create a chain of impacts that include algal blooms, fish kills, foul odors, and weed growth.

Other leading causes of pollution are bacteria, oxygen-depleting substances, and oil and grease.

Although non-hazardous industrial wastes contribute to this pollution to some degree (e.g., via sewage treatment and industrial point and non-point sources), it is unclear whether this contribution constitutes an actual gap in the hazardous waste characteristics. For example, significant changes in EPA's definition of solid waste would be needed before the hazardous waste characteristics could be used to prevent some of these wastes from entering surface waters and resulting in risks or damage. Industrial wastewaters that are point source discharges subject to regulation under the Clean Water Act are exempt from the definition of solid waste.³⁶ Many of the wastes from agriculture – one of the largest contributors to water pollution from runoff – are exempt from the definition of hazardous waste (although they are solid wastes).³⁷ Alternatively, EPA could increase controls on point and non-point sources of water pollution via other programs.³⁸ Thus, for purposes of the hazardous characteristic scoping study, EPA does not plan to research this area further at this time.

³⁶ 40 CFR 261.4(a)(2). This exemption applies only to the actual point source discharge. It does not exclude industrial wastewater while they are being collected, stored, or treated before discharge; nor does it exclude sludges generated by industrial wastewater treatment.

³⁷ 40 CFR 261.4(b). This exemption applies to wastes that are returned to the soil as fertilizers, such as animal manures and the unused portion of crops.

³⁸ Some of these controls currently are being implemented. For example, a recent final National Pollutant Discharge Elimination System (NPDES) storm water multi-sector general permit was published for industrial activities (60 *Federal Register* 50803, September 29, 1995).

CHAPTER 6. STATE EXPANSIONS OF THE TOXICITY CHARACTERISTIC AND LISTINGS

States may adopt hazardous waste regulations that are broader or more stringent than federal RCRA Subtitle C regulations. A number of states have done so by regulating additional wastes as hazardous. For example, states have:

- Expanded the ignitability, corrosivity, or reactivity (ICR) characteristics;
- Expanded the toxicity characteristic (TC);
- Listed wastes as hazardous that are not hazardous under the federal rules; and
- Restricted exemptions from the federal program.

These expansions beyond the federal hazardous waste identification rules reflect state judgments about gaps in the federal program and thereby constitute potential gaps that may merit further investigation.

EPA has identified examples of such expansions by using readily available information on state hazardous waste identification rules. In 1992, the EPA Office of Solid Waste examined state hazardous and non-hazardous industrial waste programs in 32 states.¹ The study identified "state only" hazardous wastes, as well as high-risk designations for non-hazardous wastes. For the purposes of this Scoping Study, EPA used data from this report and briefly reviewed current hazardous waste regulations of eight states: California, Michigan, New Hampshire, Oregon, Rhode Island, Texas, Washington, and New Jersey.

The first three sections of this chapter address state expansion of the TC, state only hazardous waste listings, and state restrictions on exemptions from the federal regulations, respectively. (State expansions of the ICR characteristics are addressed in Chapter 3.) In addition, Section 6.4 summarizes the findings of the chapter.

6.1 State Expanded Toxicity Characteristics

States have expanded the federal toxicity characteristic by:

- Adding constituents to the list of TC analytes;
- Establishing regulatory levels for TC analytes that are more stringent than federal levels;
- Specifying alternative tests for identifying toxic hazardous waste; and
- Using alternative approaches (other than listing constituents and regulatory levels) to identify toxic hazardous wastes.

¹ U.S. Environmental Protection Agency, Office of Solid Waste, *Identifying Higher-Risk Wastestreams in the Industrial D Universe: The State Experience*, draft prepared by Science Applications International Corporation and Kerr & Associates, Inc., July 30, 1993.

California, Michigan, and Washington have added constituents to the list of TC analytes, as shown in Exhibit 6-1. Both California and Michigan have added zinc, and both California and Washington have added PCBs.² Other additional constituents include certain metals, pesticides, dioxins, and potential carcinogens. An example of a state regulatory level that is lower than the federal TC level is California's regulatory level of 1.7 mg/l for pentachlorophenol (versus 100 mg/l under the federal TC).

As discussed in Section 3.6, California requires use of the Wet Extraction Test (WET) in addition to the TCLP. Use of the WET test identifies several metal-containing wastes as hazardous that are generally not identified as hazardous using the TCLP. These wastes include spent catalysts from the petroleum refining and food industries and metal dusts, metal sludges, and baghouse wastes from industries including fabricated metals, leather and apparel, electric and electronic products, primary metals, motor vehicles, transportation equipment, chemicals and allied products, and others.³

Both California and Washington have established toxicity criteria for wastes based on acute oral LD50, acute dermal LD50, acute inhalation LC50, and acute aquatic 96-hour LC50 (see Exhibit 6-2). A waste is designated hazardous if a representative sample of the waste meets any of the acute toxicity criteria. For example, Washington specifies rat and fish (for acute aquatic toxicity) bioassay tests in a State test methods manual. Generators must either test a representative sample of the waste or use their knowledge of waste constituents and the literature regarding toxicity of those constituents to determine if the waste meets any of the acute toxicity criteria.

Finally, California's regulations state that a waste exhibits the characteristic of toxicity if the waste, based on representative samples, "has shown through experience or testing to pose a hazard to human health or environment because of its carcinogenicity, acute toxicity, chronic toxicity, bioaccumulative properties or persistence in the environment" (22 CCR 66261.24(a)(8)). This broad provision tends to shift the burden of identifying toxic wastes to the generator, because in the absence of specific state criteria (e.g., constituents and regulatory levels) the generator is responsible for being aware of experience or tests that show a waste poses a hazard.

6.2 State Only Listings

In addition to expanded characteristics, some states have listed state only hazardous wastes. The most common state-only listed wastes are PCBs and waste oil. At least four states include additional "F" Wastes; three include additional "K" wastes; five include additional "P" wastes; and six include additional "U" wastes. Examples of state listed wastes include but are not limited to the following:⁴

² New Jersey had also added a TC regulatory level for PCBs, but the State recently adopted the federal regulations by reference and will now use the same characteristics and listings as the federal program. A number of states have added PCB wastes to their hazardous waste listings.

³ *Identifying Higher-Risk Wastestreams in the Industrial D Universe: The State Experience*, *supra* footnote 1 at pages 20A-B.

⁴ *Ibid.*, pages 8-14.

Exhibit 6-1
State Toxicity Characteristics:
Additional Constituents and More Stringent Regulatory Levels

CALIFORNIA

<u>Constituent</u>	<u>Regulatory Level (mg/l in leachate unless otherwise noted)</u>
antimony	15
aldrin	0.14
asbestos	1 percent
beryllium	0.75
chromium (VI)	5
chromium (III)	560
cobalt	80
copper	25
DDT, DDE, DDD	0.1
2,4-dichlorophenoxyacetic acid	10
dieldrin	0.8
dioxin (2,3,7,8-TCDD)	0.001
fluoride salts	180
kepone	2.1
lead compounds, organic	13 mg/kg
mirex	2.1
molybdenum	350
nickel	20
pentachlorophenol	1.7 (lower regulatory level than federal)
PCBs	5
thallium	7
2,4,5-trichlorophenoxypropionic acid	1 24
vanadium	250
zinc	

Any of the following substances at a single or combined concentration equal to or exceeding 0.001 percent by weight:

2-acetylaminofluorene (2-AAF)	3,3,-dichlorobenzidine and its salts (DCB)
acrylonitrile	4-dimethylaminoazobenzene
4-aminodiphenyl	ethyleneimine (EL)
benzidine and its salts	alpha-naphthylamine (1-NA)
bis(chloromethyl) ether (BCME)	beta-naphthylamine (2-NA)
methylchloromethyl ether	4-nitrobiphenyl
1,2-dibromo-3-chloropropane (DBCP)	n-nitrosodimethylamine (DMN)
beta-propiolactone (BPL)	vinyl chloride (VCM)

Exhibit 6-1 (continued)
State Toxicity Characteristics:
Additional Constituents and More Stringent Regulatory Levels

MICHIGAN

<u>Constituent</u>	<u>Regulatory Level (mg/l)</u>
aflatoxin	1
copper	100
dioxin (1,2,3,4,7,8-HxCDD)	1
dioxin (1,2,3,6,7,8-HxCDD)	1
dioxin (1,2,3,7,8,9-HxCDD)	1
dioxin (1,2,3,7,8-PoCDD)	1
dioxin (2,3,7,8-TCDD)	1
furan (2,3,7,8-TCDF)	1
zinc	500

WASHINGTON

<u>Constituent</u>	<u>Regulatory Level (mg/l)</u>
PCBs	2

Exhibit 6-2
State Toxicity Criteria Applied to Whole Waste
(Representative Sample)

CALIFORNIA

acute oral LD50	< 5,000 mg/kg
acute dermal LD50	< 4,300 mg/kg
acute inhalation LC50	< 10,000 ppm
acute aquatic 96h LC50	< 500 mg/l

WASHINGTON

acute oral LD50	< 5,000 mg/kg
acute dermal LD50	< 20,000 mg/kg
acute inhalation LC50	< 200 mg/l
acute aquatic 96h LC50	< 1,000 mg/l

RHODE ISLAND

acute oral LD50	< 5,000 mg/kg
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OREGON

acute aquatic 96h LC50	< 250 mg/l (only includes certain pesticide residues)
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- In California, wastes containing any of almost 800 listed materials are presumed hazardous, unless proven through testing not to exhibit any of California's criteria for identifying hazardous waste.
- Maine has listed certain wastes from the production of linuron and bromacil, and has listed *proposed* additions to the federal list of hazardous wastes.
- Maryland has listed 9 specific chemical warfare agents.
- Michigan has added certain chemical production wastes to its "K" or specific source list, and has listed many state-only "U" wastes including organics, inorganics in particle form, pharmaceuticals (e.g., phenobarbital), chemical warfare agents, and herbicides.
- New Hampshire has added a number of wastes to its "F" or non-specific source list, including certain wastes from industrial painting operations and from metals recovery operations.
- Oregon has listed certain pesticide residues and certain blister agents and nerve gas.

6.3 State Restrictions on Exemptions

Another way that states have expanded the universe of wastes they regulate as hazardous is by choosing not to adopt exemptions in the federal regulations. Examples include but are not limited to the following:⁵

- Colorado does not recognize exemptions for certain injected groundwater that exhibits the TC and is reinjected pursuant to free phase hydrocarbon recovery operations at petroleum facilities (40 CFR 261.4(b)(11)), certain used chlorofluorocarbon (CFC) refrigerants that are reclaimed for further use (40 CFR 261.4(b)(12)), or non-terne plated used oil filters (40 CFR 261.4(b)(13)).
- Connecticut, New Hampshire, Oregon, and Washington do not include exemptions for certain chromium-bearing wastes from leather tanning and finishing (40 CFR 261.4(b)(6)(ii)).
- Maine does not recognize exemptions at 40 CFR 261.4(b)(6) through (13). These include:
 - TC chromium wastes where chromium in the waste is nearly exclusively trivalent chromium;
 - certain chromium-bearing wastes from leather tanning and finishing;
 - specified mining and mineral processing wastes;
 - cement kiln dust;
 - certain arsenical-treated wood wastes;
 - petroleum contaminated media and debris that fail the TC;

⁵ *Ibid.*

- certain injected groundwater;
 - used CFC refrigerants; and
 - non-terne plated used oil filters.
- Massachusetts, New York, and North Dakota do not recognize exemptions at 40 CFR 261.4(b)(10) through (13). (These wastes include the last four wastes named directly above.)

6.4 Summary

Some states appear to be regulating a significant number of wastes as hazardous that are not covered under federal RCRA regulations. Moreover, a few states have taken different approaches to identifying characteristic hazardous wastes. In particular, California and Washington regulations go beyond constituent-by-constituent definitions and apply acute toxicity criteria to the whole waste. State expansions of hazardous waste identification regulations reflect state judgment about gaps in the federal program. State expansions have filled these gaps, but only in the specific states with such expansions. Such potential gaps apparently are *not* being filled in the remaining states that have not expanded the federal hazardous waste definitions.

CHAPTER 7. SUMMARY OF POTENTIAL GAPS

This chapter reviews the broad categories of potential gaps identified in the previous three chapters. Different ways of organizing the potential gaps are discussed, and a single comprehensive list of the potential gaps is presented. This review lays the groundwork for evaluating the significance of the potential gaps in the following three chapters.

7.1 Organization of the Analysis of Potential Gaps

EPA has identified five categories of potential gaps in the hazardous waste characteristics using different approaches in each area:

- ICR Characteristics. EPA identified potential gaps associated with these characteristics by reviewing the original 1980 rulemaking record and comparing the ICR definitions and test methods to approaches taken to controlling similar hazards under other federal and state regulatory schemes.
- TC Characteristic. The Agency identified potential gaps associated with this characteristic by examining the properties of the TC analytes to determine how they could pose hazards to human health or the environment.
- Non-TC Chemicals. In contrast with the prior step, EPA began with a set of properties (including the potential to appear in non-hazardous industrial wastes) and then identified individual chemicals and groups of chemicals that could constitute potential gaps in the characteristics.
- Natural Resource Damages and Large-scale Environmental Problems. The Agency examined evidence of possible gaps using a hybrid approach that considered potential gap chemicals on the basis of their hazardous properties (e.g., endocrine disruption, stratospheric ozone depletion) and reviewed other potential gaps starting from possible risks to the environment, which, in turn, implied that certain waste constituents might be of concern.
- State Expansion of TC and State Listings. EPA reviewed how states have expanded their TC and listed as hazardous certain wastes that are not hazardous under the federal rules. These expansions reflect state judgments about gaps in the federal rules and thereby constitute potential gaps for this Scoping Study.

The potential gaps presented in the following section are organized primarily by the major categories identified above. Where appropriate, these categories are subdivided into groups of chemicals posing similar types of hazards, and occasionally are subdivided even further by specific hazardous properties or exposure pathways of concern. Some of the potential gaps overlap. For example, endocrine disruptors appear among the concerns associated with the non-TC analytes as well as in a category by themselves under large-scale environmental risks. Although this overlap is inevitable, the potential gaps have been organized so as to minimize it, without omitting any potentially significant gaps.

EPA considered other methods of classifying the potential gaps for purposes of further analysis. Gaps could be identified, for example, in terms of individual chemicals and their specific properties and hazards. Alternatively, the gaps could be organized around groups of chemicals with specific hazardous properties or types of risks. EPA rejected these approaches for purposes of this Scoping Study as impractical because too many individual chemicals or groups of chemicals, risks, and pathways are involved. In addition, defining potential gaps in categories that do not parallel the approaches used to identify such gaps would make it more difficult to appreciate the evidence and uncertainty associated with each potential gap.

7.2 Summary of Potential Gaps

Exhibit 7-1 lists the potential gaps in the hazardous waste characteristics identified by EPA in the preceding chapters. The individual gaps are organized according to the section or chapter in which they are discussed, with reference to specific chemical classes, exposure pathways, or types of risks, as appropriate. Potential gaps are evaluated in the following chapters in order to assess their potential significance in terms of potential risks to health and the environment. Because of data limitations, most of this evaluation focuses on potential gaps associated with the TC analytes and other chemicals. Chapter 8 examines the relationship between potential gaps, specific industries, and waste management methods. Chapter 9 discusses the extent to which the various potential gaps may already be addressed to some extent by existing regulatory systems. Finally, Chapter 11 presents a Summary evaluation of the potential gaps against a number of risk and regulatory criteria.

Exhibit 7-1. Summary of Potential Gaps in the Hazardous Waste Characteristics

Category of Potential Gap	Nature of Potential Gap
Potential Gaps in the ICR Characteristics (Sections 3.2 to 3.4)	<p><u>Ignitability</u></p> <ul style="list-style-type: none"> • Exclusion of DOT combustible liquids • Exclusion of aqueous flammable liquids • References outdated DOT regulations • No test method for non-liquids <p><u>Corrosivity</u></p> <ul style="list-style-type: none"> • Exclusion of corrosive non-liquids • pH limits are potentially not protective • pH test methods are not predictive of risk • Corrosion of non-steel materials is not addressed • Solubilization of non-metals is not addressed • Exclusion of irritants and sensitizers <p><u>Reactivity</u></p> <ul style="list-style-type: none"> • Definition is broad, non-specific • References outdated DOT regulations • No test methods are specified
Potential Gaps Associated With the TC Analytes (Sections 3.5 and 3.6)	<p><u>Groundwater Pathway Risks</u></p> <ul style="list-style-type: none"> • DAF values potentially not protective

Exhibit 7-1. Summary of Potential Gaps in the Hazardous Waste Characteristics (continued)

Category of Potential Gap	Nature of Potential Gap
<p>Potential Gaps Associated With the TC Analytes (Sections 3.5 and 3.6) (continued)</p>	<p><u>Ecological Risks Not Addressed</u></p> <ul style="list-style-type: none"> • Potent ecological toxicants • Persistent/bioaccumulative pesticides <p><u>Non-Groundwater Pathways Not Addressed</u></p> <ul style="list-style-type: none"> • Inhalation (volatile organics) • Surface water pathway • Indirect/food chain (volatile, persistent, and bioaccumulative chemicals) <p><u>TCLP Limitations</u></p> <ul style="list-style-type: none"> • May not accurately predict leachate concentration or risks for certain wastes and units
<p>Potential Gaps Associated with Known and Possible Constituents of Non-hazardous Industrial Waste other than TC Analytes (Chapter 4)</p>	<p><u>Major Constituents/Properties of Non-Hazardous Industrial Wastes Not Addressed</u></p> <ul style="list-style-type: none"> • Metals/inorganics <ul style="list-style-type: none"> -- groundwater pathway • Volatile chlorinated organics <ul style="list-style-type: none"> -- groundwater and inhalation pathway exposures • Volatile hydrocarbons <ul style="list-style-type: none"> -- groundwater and inhalation pathways • Other volatile organics <ul style="list-style-type: none"> -- groundwater and inhalation pathways • Pesticides and related compounds <ul style="list-style-type: none"> -- inhalation and indirect food chain pathways • Phthalate esters <ul style="list-style-type: none"> -- indirect pathways • Phenolic compounds <ul style="list-style-type: none"> -- groundwater and indirect pathways • Polycyclic aromatic hydrocarbons <ul style="list-style-type: none"> -- indirect pathway exposures • Other semivolatile organic compounds <ul style="list-style-type: none"> -- all pathways <p><u>Generation of LNAPLs and DNAPLs</u></p> <ul style="list-style-type: none"> • Facilitated transport of organic chemicals • Long-lasting and difficult to remediate

Exhibit 7-1. Summary of Potential Gaps in the Hazardous Waste Characteristics (continued)

Category of Potential Gap	Nature of Potential Gap
<p>Potential Gaps Associated with Natural Resource Damages and Large-Scale Environmental Problems (Chapter 5)</p>	<p><u>Natural Resource Damages</u></p> <ul style="list-style-type: none"> • Groundwater resource damage without health risks • Odors <p><u>Large-scale Environmental Problems</u></p> <ul style="list-style-type: none"> • Air deposition to the Great Waters • Airborne particulates • Global climate change • Potential damage from endocrine disruptors • Red tides • Stratospheric ozone depletion • Tropospheric ozone and photochemical pollution • Water pollution
<p>Potential Gaps Associated with State Expansion of TC and Listings (Chapter 6)</p>	<p><u>State Expansion of TC</u></p> <ul style="list-style-type: none"> • Additional TC constituents • More stringent regulatory levels • Alternative test methods • Use of acute oral, dermal, inhalation, and aquatic LD50 or LC50 criteria applied to representative samples of waste <p><u>State Only Listings</u></p> <p><u>State Restrictions on Federal Exemptions</u></p>

CHAPTER 8. POTENTIAL GAPS AS FUNCTION OF INDUSTRY AND WASTE MANAGEMENT METHODS

This Chapter evaluates the significance of potential gaps by linking the known and possible non-hazardous industrial waste constituents to specific industries and management practices. It is organized as follows:

Section 8.1 describes the primary data sources used in this chapter and their major limitations;

Section 8.2 discusses the amount of non-hazardous industrial wastes generated by various industries and the constituents found in their wastes; and

Section 8.3 reviews the methods of managing non-hazardous industrial wastes and the associated risks to human health and the environment.

8.1 Data Sources and Major Limitations

Over the past 15 years, EPA has made several substantial efforts to gather information on the types and amounts of non-hazardous industrial wastes generated by specific industries and the management methods used for specific wastes. Despite these efforts, significant gaps, inconsistencies, and other limitations remain in the available information. Considerably fewer data are available on non-hazardous industrial wastes than on hazardous wastes, in part, because of the limited federal role in regulating non-hazardous industrial wastes and the lack of widespread reporting requirements.

The major sources of data on non-hazardous industrial waste generation and management are as follows:

- Industrial Studies Database (ISDB). EPA has maintained the ISDB since 1982. The database contains information on waste generation, management, and point-of-generation constituent concentrations for 16 industries. The sources of the information include RCRA Section 3007 questionnaires, plant visit reports, sampling and analysis site visit reports, engineering analysis reports, and data collected for hazardous waste listing decisions.
- The Industrial Subtitle D Telephone Screening Survey. This survey was conducted between November 1986 and April 1987. Over 18,000 facilities in 17 industry sectors were questioned about the quantities and types of non-hazardous industrial wastes generated and managed on-site in 1985, the number and design of on-site management units, and the amounts of such waste managed in on-site landfills, surface impoundments, waste piles, and land application units.
- National Survey of Treatment, Storage, Disposal, and Recycling Facilities (TSDR Survey). The TSDR Survey was conducted in 1986 to gather information on waste generation and management practices for 1986 and any projected changes in waste management capacity prior to 1992. The Survey questioned approximately 2,500 facilities that manage hazardous waste on-site,

including the 2,400 RCRA-permitted or interim status treatment, disposal, or recycling facilities, and approximately 100 of the 700 storage facilities. The Survey addressed both hazardous and non-hazardous waste management at these hazardous waste management facilities. This data source provided information related to non-hazardous industrial waste management practices and waste generation by industry groups.

- Background documents for recent Agency listings decisions. Reports prepared for the Agency's proposed decision not to list certain dyes and pigments wastestreams as hazardous and the proposed decision not to list certain solvent wastestreams as hazardous. The document identifies the industries responsible for these wastestreams.

In addition, this Chapter uses data from the 1992 Toxic Release Inventory (TRI) on the amount of certain toxic substances released to land or injected underground by various industries. This data source is discussed in Section 8.2.4. At the time this Study was prepared, facility-specific data from the 1994 TRI were not available. Therefore, 1992 TRI data were used in this chapter. While the use of 1992 instead of more recent TRI data will not significantly affect the analysis, it will limit the results to a smaller set of chemicals and will not reflect recent pollution prevention progress.

The first three data sources have the disadvantage of being relatively old. They reflect non-hazardous industrial waste generation and management practices prevalent a decade or more ago. Since then, patterns of waste generation and management are likely to have changed in some significant ways in response to the implementation of RCRA hazardous waste regulations and other federal and state programs. In addition, the ISDB is rather limited in the number of facilities surveyed in each industry sector, particularly with regard to organic analytes. The ISDB and Telephone Screening Survey also address only certain industries.

The data sources are not entirely consistent. For example, the estimates of non-hazardous industrial waste generation for similarly defined industry groups often differ substantially among the sources. These inconsistencies arise, in part, from the use of different data collection and summarization methods. In the analyses discussed below, the Agency has used what it considers to be the most reliable and complete data concerning waste generation and management from these sources.

EPA has previously analyzed the data from the first three data sources to investigate various aspects of non-hazardous industrial waste generation and management practices. Most of the data presented below come from two of these studies, the "Industrial D Industry Profiles"¹ and the 1988 "Report to Congress: Solid Waste Disposal in the United States."² The former document summarizes non-hazardous industrial waste generation and management practices in 25 industry sectors, while the latter source focuses on the land disposal of all non-hazardous solid waste covered by the RCRA Subtitle D criteria.

¹ Systems Applications International Corporation, August 8, 1992, draft.

² U.S. Environmental Protection Agency, Office of Solid Waste and Emergency Response, October 1988.

8.2 Potential Gaps as a Function of Industry/Waste Source

This section discusses non-hazardous industrial waste generation by various industries as follows:

- Section 8.2.1 reviews available data on the volume of such waste generated by specific industries or industry groups;
- Section 8.2.2 compares these data with the industries responsible for the releases documented in Chapter 2;
- Section 8.2.3 identifies the industries responsible for generating non-hazardous industrial wastes containing constituents with the highest risk of adverse human health effects; and
- Section 8.2.4 identifies the industries with facilities reporting TRI releases to land and underground injection of known or possible non-hazardous industrial waste constituents.

8.2.1 Non-Hazardous Industrial Waste Generation by Industry

In 1988, the Agency estimated that approximately 7.6 billion tons of non-hazardous industrial waste was generated and managed on-site annually in the United States.³ Approximately 68 percent of this waste came from four major industry groups:

- Paper and allied products (SIC 26): 2.25 billion tons (29.6 percent);
- Chemicals and allied products (SICs 2812-2819, 2821, 2824, 2851, 2891, 2865, 2869, and 287): 1.39 billion tons (18.2 percent);
- Primary metals industries (SICs 3312-3321 and 3331-3399): 1.37 billion tons (18.0 percent); and
- Petroleum refining and related industries (SIC 29): 168 million tons (2.2 percent).

On the basis of the amounts of waste generated and risk-based screening of waste constituents, the Office of Solid Waste identified these four industry groups as "priority industries" for possible further regulation. Other industries that generate more non-hazardous industrial wastes than petroleum refining were not identified as priority industries on the basis of risk-based screening of waste constituents. Exhibit 8-1 summarizes the estimates of non-hazardous industrial waste generation for the four priority industries and corresponding industry sectors and for other relatively high volume industries and sectors.

³ Ibid., p.2. This volume may include some special wastes, such as in the primary metals or electrical power generation industries.

Exhibit 8-1
Estimated Generation of Non-Hazardous Industrial Waste by Major Industry Group

Industry Group	SIC	Total On-site Generation (thousand tons/yr.)
Paper and Allied Products	26	2,251,700
Primary Metals Industry ^a	33	1,367,611
Primary Iron and Steel	332	1,300,541
Primary Non-ferrous Metals	333	67,070
Chemicals and Allied Products ^b	28	1,324,722
Industrial Inorganic Chemicals	281	919,725
Fertilizer and Agricultural Chemicals	287	165,623
Plastics and Resins Manufacturing	282	180,510
Industrial Organic Chemicals	286	58,864
Electric, Gas, and Sanitary Services ^c	49	1,151,123
Electric Power Generation	4911	1,092,277
Water Treatment	4941	58,846
Stone, Clay, Glass, and Concrete	32	621,974
Food and Kindred Products	20	373,517
Textile Manufacturing	22	253,780
Petroleum Refining	29	168,632
Rubber and Miscellaneous Products	30	24,198
Transportation Equipment	37	12,669
Leather and Leather Products	31	3,234

Source: U.S. Environmental Protection Agency, "Report to Congress: Solid Waste Disposal in the United States," Volume II, Table 3-5, October 1988.

^a The Primary Metals Industry includes only SICs 332 (Primary Iron and Steel) and 333 (Primary Non-ferrous Metals).

^b Chemicals and Allied Product Industry includes only SICs 281 (Industrial Inorganic Chemicals), 282 (Plastics and Resins Manufacturing), 286 (Industrial Organic Chemicals), and 287 (Fertilizer and Agricultural Chemicals).

^c Electric, Gas, and Sanitary Services Industry includes only SICs 4911 (Electric Power Generation) and 4941 (Water Treatment).

The listing documents for solvent wastes and wastes from the dye and pigment industries are another source of information on non-hazardous industrial waste. All of the information related to waste volumes and constituents concentrations for the dye and pigment industries, however, was claimed proprietary by the submitters and, therefore, could not be included in this Study. EPA recently identified non-hazardous industrial solvents in developing a recent proposed rulemaking. The amounts of solvent wastes have not been broken down by industry and, therefore, could not be included in Exhibit 8-1.

8.2.2 Industries Responsible for Documented Non-Hazardous Industrial Waste Releases

The environmental release descriptions discussed in Chapter 2 provide additional evidence about the industries (and waste management practices) associated with potential gaps in the characteristics. Exhibit 8-2 tabulates, by industry, the frequency of documented releases and their exceedence of health-based or ecologically-based regulatory standards. As shown in this exhibit, some of the industries that show up frequently in the release descriptions are among the high-volume industries identified above. The most frequently occurring industry group in the release descriptions is electric, gas, and sanitary services (SIC 49) with all of those release descriptions originating in the refuse systems sector (SIC 4953). This industry sector includes commercial waste management facilities. As noted in Chapter 2, most of these commercial non-hazardous industrial waste management units are located in California, where considerable monitoring data were available. From these data, EPA could not determine the industries that generate the wastes managed by these commercial facilities.

The next three industry groups with the most documented releases are the paper and allied products (27 releases), chemicals and allied products (11 releases), and food and kindred products (10 releases). These industry groups also are among the largest generators of non-hazardous industrial waste. The primary metals industry, another high-volume group, also has a moderate number of documented releases; they account for 6 of the 112 total releases documented in Chapter 2.

Exhibit 8-2 also shows the numbers of documented releases at which the maximum detected concentrations of constituents exceeded health-based or ecologically-based standards.⁴ All but six of the 101 releases with data on the standards exceeded had exceedences of health- or ecologically-based standards.⁵ These six releases exceeded secondary maximum contaminant levels (SMCLs) only. Sixty-five of these releases also violated other standards.

Exhibit 8-3 shows the total numbers of times particular chemicals were found in the release descriptions for various industry sectors. (The totals are the sums of the number of individual chemicals detected at each site, counting all chemicals for each site, even if a chemical is detected at more than one site. For example, the total detections at two sites having 10 chemicals each, 3 of which are the same, is 20, not 17.) In addition, the exhibit shows the numbers of times such

⁴ Health-based or ecologically-based standards included Primary MCLs, MCLGs, and state standards established to protect health or the environment. Non-health-based or non-ecologically-based standards are those set to preserve groundwater usability or aesthetics, such as Secondary MCLs or standards for which any health or ecological bases were not explained.

⁵ EPA lacks information on the regulatory standards that were exceeded for all releases from California and for two releases from other states. All releases described in this Study, however, were documented to have exceeded one or more applicable federal, state, or local regulatory standards.

Exhibit 8-2
Chemicals Exceeding Health-Based and Non-Health-Based Regulatory Levels
in the Release Descriptions for Non-Hazardous Waste Management

Industry Group (SIC)	Number of Release Descriptions			
	Total ^a	With Both Health/ Ecological and Non-Health/ Non-Ecological Exceedences	With Only Health/ Ecological Exceedences	With Only Non-Health/ Non-Ecological Exceedences
Electric, Gas, and Sanitary Services (49)	35	11	11	4
Paper and Allied Products (26)	27	22	4	1
Chemicals and Allied Products (28)	11	8	3	0
Food and Kindred Products (20)	10	6	3	0
Primary Metal Industries (33)	6	2	4	0
Nonmetallic Minerals, Except Fuels (14)	4	4	0	0
Petroleum Refining (29)	4	3	1	0
Fabricated Metal Products (34)	3	0	2	1
Transportation Equipment (37)	3	3	0	0
Agricultural Production--Livestock (02)	2	2	0	0
Electronic and Other Electronic Equipment (36)	2	1	0	0
Stone, Clay, and Glass Products (32)	2	2	0	0
Apparel and Other Textile Products (23)	1	1	0	0
Industrial Machinery and Equipment (35)	1	0	1	0
Instruments and Related Products (38)	1	0	1	0
Total	112	65	30	6

^a The total number of release descriptions in column 2 may not equal the sum of the release descriptions in columns 3, 4, and 5. Column 2 includes all release descriptions for chemicals that were documented to have exceeded at least one applicable federal, state, or local regulatory standard. Columns 3, 4, and 5 include only those release descriptions in Column 2 for which supporting data indicate which regulatory standards were exceeded. Information was not available on the regulatory standards that were exceeded for all releases from California and for two releases from other states.

Exhibit 8-3
Numbers of Chemical Detections and Frequencies of Regulatory Exceedences in Release Descriptions

Industry Group (SIC)	Number of Release Descriptions	Chemical Detections		Regulatory Exceedences		Health- or Ecologically-Based Exceedences	
		Total	Mean Per Release	Total	Mean Per Release	Total	Mean Per Release
Electric, Gas, and Sanitary Services (49)	35	350	10	91	3	58	2
Paper and Allied Products (26)	27	340	13	148	5	85	3
Chemicals and Allied Products (28)	11	250	23	97	9	73	7
Food and Kindred Products (20)	10	72	7	22	2	13	1
Primary Metal Industries (33)	6	58	10	27	5	24	4
Nonmetallic Minerals, Except Fuels (14)	4	91	23	49	12	34	9
Petroleum Refining (29)	4	40	10	16	4	8	2
Fabricated Metal Products (34)	3	12	4	7	2	5	2
Transportation Equipment (37)	3	48	16	19	6	14	5
Agricultural Production--Livestock (02)	2	18	9	8	4	5	3
Electronic and Other Electronic Equipment (36)	2	16	8	4	2	1	0
Stone, Clay, and Glass Products (32)	2	33	17	14	7	10	5
Apparel and Other Textile Products (23)	1	3	3	3	3	2	2
Industrial Machinery and Equipment (35)	1	7	7	3	3	3	3
Instruments and Related Products (38)	1	2	2	1	1	1	1
Total	112	1,340	---	509	---	336	---

chemicals were detected above regulatory levels, and the proportions of chemicals found above health-based or ecologically-based standards. The 3 industries with the most releases, electric, gas, and sanitary services (35 releases), paper and allied products (27 releases), and chemicals and allied products (11 releases), also had the highest numbers of chemical detections (350, 340, and 250, respectively). The average number of chemicals detected per facility varies substantially across industries. For example, the 3 industries noted above had means of 10, 13, and 23 chemicals detected per release, respectively. The average number of regulatory and health- or ecologically-based exceedences per release also varies greatly across industries. For example, the electric, gas, and sanitary services industry averages only 3 regulatory and 2 health- or ecologically-based exceedences for every 10 chemical detections. In contrast, the chemical industry averages 9 regulatory and 7 health- or ecologically-based exceedences for every 23 chemical detections.

8.2.3 Occurrence of High-Hazard Industrial Waste Constituents by Industry

Another indicator of the potential severity of hazards associated with releases from non-hazardous industrial waste management in various industries is the frequency of occurrence of waste constituents with the highest risk to humans. Exhibit 8-4 identifies the chemicals that appeared most frequently in the release descriptions, the number of total appearances, and the number of times the chemical was present in groundwater above regulatory or other health-based levels based on 10^{-5} cancer risks or a hazard quotient greater than 1.0. As noted in Section 5.1, many of the most frequently occurring chemicals do not have health-based or ecologically-based standards, but may have SMCLs or other regulatory levels. Among these are the three most common constituents found in the release descriptions: iron, chloride, and sodium, as well as manganese, zinc, calcium, magnesium, potassium, copper, aluminum, and silver.

A substantial number of potentially toxic chemicals were detected in the release descriptions. For example, 11 of the 52 most frequently detected chemicals are known or suspect carcinogens by ingestion or inhalation.⁶ Only one of the most frequently detected chemicals (phosphorous) is identified as having a low RfD, although several other chemicals on the list are generally considered toxic, including lead, mercury, cadmium, arsenic, and chromium. Seven of the most frequently detected chemicals are chlorinated volatile organics, with trichlorethylene, occurring most often (17 times). While all of the inorganic analytes appearing on the list are persistent, none of the most frequently occurring organic chemicals were identified as persistent in Chapter 4. In fact, none of the persistent bioaccumulative chlorinated pesticides identified as posing potentially high risks are seen in the release descriptions more than three times and most were seen in only one release description.

Exhibit 8-5 shows the number of occurrences and the number of regulatory, health-based, or ecologically-based exceedences for the constituents detected most frequently in the release descriptions for each industry group. For each group, the 15 most frequently detected chemicals or all detected chemicals are shown, whichever is smaller. In almost all industry groups, inorganic chemicals are found more often than organics. This finding may be due, in part, to a lack of analytical data for organic chemicals in some industries. Volatile organic chemicals are rarely found among the most frequently detected chemicals, with a few exceptions. Iron, manganese, and sulfate were among the most frequently found chemicals in the electric, gas, and sanitary services release descriptions, and volatile organics represent the bulk of the most frequently detected chemicals for the electronic and other electronic equipment industry and the petroleum refining industry. The relative scarcity of

⁶ These are chemicals that were identified as having Cancer Slope Factors or Unit Risks in IRIS or HEAST.

Exhibit 8-4
Most Frequently Occurring Constituents in the Release Descriptions

Constituent	Number of Occurrences in Release Descriptions	Number of Occurrences Above Regulatory Levels or HBLs ^a
TC Constituents		
Lead	37	22
Chromium	36	21
Arsenic	29	24
Barium	28	28
Cadmium	28	28
Benzene	23	16
Mercury	19	6
Selenium	18	18
Trichloroethylene	17	8
Vinyl chloride	13	6
Silver	12	12
Chlorobenzene	9	9
Tetrachloroethylene	9	9
Chloroform	8	8
1,4-Dichlorobenzene	5	0
SMCL Constituents		
Iron	54	49
Chloride	52	32
Manganese	39	39
Zinc	33	33
Copper	17	17
Aluminum (fume or dust)	12	12
Fluorides	12	4
Other Constituents		
Sodium	40	8
Nitrates	33	30
Magnesium	32	3
Calcium	30	0
Potassium	21	0

Exhibit 8-4 (continued)
Most Frequently Occurring Constituents in the Release Descriptions

Constituent	Number of Occurrences in Release Descriptions	Number of Occurrences Above Regulatory Levels or HBLs ^a
Other Constituents (continued)		
Toluene	20	20
Phenol	18	18
Ammonia	16	11
Calcium carbonate	15	0
Nickel	14	4
Dichloromethane	12	12
Nitrite	11	9
Ethylidene dichloride	10	10
Xylene (mixed isomers)	10	10
Acetone	9	9
Nitrogen	8	0
Beryllium	7	7
cis-1,2-Dichloroethylene	7	7
Ethylbenzene	7	7
Vanadium (fume or dust)	7	6
1,2-Dichloroethylene	6	6
Boron and compounds	6	3
Chloromethane	6	0
Cyanides	6	6
Phosphorus	6	1
1,2-Dichlorobenzene	5	5
Antimony	5	5
Carbon disulfide	5	5
Cobalt	5	0
Naphthalene	5	3

^a Regulatory levels include MCLs, SMCLs, AWQCs, or other state health- or ecologically-based standards. HBLs are drinking water concentrations corresponding cancer risk of 10^{-5} or Hazard Quotient of 1.0 for an adult, using IRIS or HEAST toxicity criteria.

Exhibit 8-5
Occurrence of Waste Constituents by Industry Group

Industry Group (SIC)	Constituent	Number of Occurrences in Release Descriptions	Number of Occurrences Above Regulatory, Health- or Ecologically-based Levels
Paper and Allied Products (26)	pH*	22	12
	Chloride*	21	13
	Iron*	21	21
	Sulfate*	20	12
	Sodium	15	2
	Calcium carbonate	12	0
	Calcium	11	0
	Magnesium	11	2
	Zinc*	11	11
	TDS*	10	7
	Chromium	9	5
	Manganese*	9	9
	Arsenic	8	7
	Barium	7	7
	Cadmium	7	7
Refuse Services (495)	pH*	19	3
	Iron*	14	10
	Manganese*	13	13
	Sulfate*	13	4
	Lead	12	4
	Chloride*	11	7
	Magnesium	10	1
	Nitrate	10	7
	TDS*	10	1
	Trichloroethylene	10	3
	Benzene	9	3
	Calcium	9	0
	Chromium	9	4
	Sodium	9	1
	Vinyl Chloride	9	3

Exhibit 8-5 (continued)
Occurrence of Waste Constituents by Industry Group

Industry Group (SIC)	Constituent	Number of Occurrences in Release Descriptions	Number of Occurrences Above Regulatory, Health- or Ecologically-based Levels
Chemicals and Allied Products (28)	Benzene	7	6
	Chromium	7	4
	Iron*	7	6
	Lead	6	4
	Manganese*	6	6
	Sulfate*	6	4
	TDS*	6	4
	Zinc*	6	6
	Arsenic	5	5
	Chloride*	5	1
	Fluoride*	5	1
	Total Organic Carbon	5	1
	Acetone	4	4
	Barium	4	4
	Cadmium	4	4
Nonmetallic Minerals, Except Fuels (14)	Arsenic	4	2
	Iron*	4	4
	Lead	4	4
	Manganese*	4	4
	pH*	4	2
	Cadmium	3	3
	Chloride*	3	3
	Copper*	3	3
	Nickel	3	1
	Potassium	3	0
	Sodium	3	0
	Sulfate*	3	3
	Zinc*	3	3
	Aluminum	2	2
	Barium	2	2

Exhibit 8-5 (continued)
Occurrence of Waste Constituents by Industry Group

Industry Group (SIC)	Constituent	Number of Occurrences in Release Descriptions	Number of Occurrences Above Regulatory, Health- or Ecologically-based Levels
Food and Kindred Products (20)	Nitrite	6	4
	Nitrate	5	5
	Nitrogen	5	0
	pH*	4	0
	TDS*	4	3
	Total filterable residue	4	0
	Calcium	3	0
	Chloride*	3	2
	Magnesium	3	0
	Sodium	3	2
	Sulfate*	3	2
	Ammonia	2	1
	Bicarbonate	2	0
	Conductivity	2	0
	Copper*	2	2
Primary Metal Industries (33)	Lead	4	4
	Chromium	3	3
	Aluminum*	2	2
	Arsenic	2	2
	Barium	2	2
	Cadmium	2	2
	Chloride*	2	2
	Conductivity	2	0
	Mercury	2	0
	Nickel	2	2
	Zinc*	2	2
	2,4,6-Trichlorophenol	1	0
	2,4-Dichlorophenol	1	1
	2,4-Dimethylphenol	1	1
	2,4-Dinitrophenol	1	1

Exhibit 8-5 (continued)
Occurrence of Waste Constituents by Industry Group

Industry Group (SIC)	Constituent	Number of Occurrences in Release Descriptions	Number of Occurrences Above Regulatory, Health- or Ecologically-based Levels
Petroleum Refining (29)	Chloride*	3	2
	Conductivity	2	1
	Di-n-butylphthalate	2	1
	Naphthalene	2	1
	pH*	2	1
	Sulfate*	2	2
	TDS*	2	2
	1,2-Dichloroethane	1	1
	2-Methylnaphthalene	1	0
	Acenaphthene	1	1
	Acetone	1	1
	Barium	1	1
	Benzene	1	1
	Carbon disulfide	1	1
	Chlorobenzene	1	1
Agricultural Production--Livestock (02)	Ammonia	2	0
	Nitrate	2	2
	TDS*	2	2
	Bicarbonate	1	0
	Calcium	1	0
	Chemical Oxygen Demand	1	0
	Chlorine*	1	1
	Iron*	1	1
	Magnesium	1	0
	Nitrite	1	1
	Nitrogen	1	0
	pH*	1	0
	Phosphorus	1	0
	Sodium	1	1
	Toluene	1	1

Exhibit 8-5 (continued)
Occurrence of Waste Constituents by Industry Group

Industry Group (SIC)	Constituent	Number of Occurrences in Release Descriptions	Number of Occurrences Above Regulatory, Health- or Ecologically-based Levels
Transportation Equipment (37)	Phenol	3	3
	Barium	2	2
	Chromium	2	1
	Total Organic Carbon	2	1
	1,1-Dichloroethane	1	1
	2,4-Dimethylphenol	1	0
	Aluminum*	1	1
	Ammonia	1	1
	Antimony	1	1
	Arsenic	1	1
	BEHP	1	1
	Benzene	1	1
	Beryllium	1	1
	Cadmium	1	1
	Calcium	1	0
Electronic and Other Electronic Equipment (36)	1,1-Dichloroethane	1	1
	Carbon tetrachloride	1	1
	Chloride*	1	1
	Chloroform	1	1
	Iron*	1	1
	Manganese*	1	1
	Methylene chloride	1	1
	pH*	1	0
	Phenolics	1	0
	Sodium	1	0
	Sulfate*	1	1
	Tetrachloroethylene	1	1
	Toluene	1	1
	Total Organic Carbon	1	0
	Total Organic Halogens	1	0

Exhibit 8-5 (continued)
Occurrence of Waste Constituents by Industry Group

Industry Group (SIC)	Constituent	Number of Occurrences in Release Descriptions	Number of Occurrences Above Regulatory, Health- or Ecologically-based Levels
Stone, Clay, and Glass Products (32)	Ammonia	1	1
	Arsenic	1	1
	Barium	1	1
	Benzene	1	1
	Beryllium	1	1
	Cadmium	1	1
	Calcium	1	0
	Carbon disulfide	1	1
	Chemical Oxygen Demand	1	0
	Chloride*	1	0
	Chromium	1	1
	Cobalt	1	0
	Conductivity	1	0
	Copper*	1	1
	Cyanide	1	1
Fabricated Metal Products (34)	Chemical Oxygen Demand	1	0
	Chloride*	1	1
	Chromium	1	1
	cis-1,2-Dichloroethylene	1	1
	Lead	1	0
	Manganese*	1	1
	Nitrate	1	1
	pH*	1	1
	Phenol	1	1
	Total Dissolved Solids*	1	0
	Trichloroethylene	1	1
	Zinc*	1	1

Exhibit 8-5 (continued)
Occurrence of Waste Constituents by Industry Group

Industry Group (SIC)	Constituent	Number of Occurrences in Release Descriptions	Number of Occurrences Above Regulatory, Health- or Ecologically-based Levels
Industrial Machinery and Equipment (35)	Arsenic	1	0
	Cadmium	1	1
	Chromium	1	0
	Lead	1	1
	pH*	1	0
	Phenol	1	1
	Zinc*	1	1
Apparel and Other Textile Products (23)	Cadmium	1	1
	Nitrate	1	1
	Total Organic Carbon	1	1
Instruments and Related Products (38)	Grease and Oil	1	0
	Phenol	1	1

* Constituents with Secondary Maximum Contaminant Levels.

organics for some of the industries could be slightly misleading. For example, a large number of volatile organic chemicals were detected in the release descriptions from the chemicals and allied products industry and petroleum refining, but each chemical was detected infrequently, so they do not appear in Exhibit 8-5.

The persistent chlorinated pesticides were not among the most frequently detected chemicals, except in two industries. Pentachlorophenol was detected in a single release description from the primary metals industry. Semivolatile organics are likewise not among the most frequently detected analytes in the release descriptions, but this may be a function of the poor mobility of many of these chemicals in groundwater, rather than their lack of presence in the wastes. As was the case for the volatile organics, a large number of pesticides and semivolatile organics were detected in the release descriptions from the chemicals and allied products sector and each such chemical was found only one or a few times.

The pattern of chemical detections and health-based or ecologically-based exceedences varied widely among the industry groups, as discussed in Section 8.1.2. As noted previously, the frequency of non-health-based and non-ecologically-based exceedences is relatively high among some industry groups with the highest number of total chemicals detected. For example, SMCLs, which are based on

aesthetic considerations (e.g., water taste and odor), exist for 6 of the 15 most commonly detected analytes for the refuse systems sector (SIC 4953) and the paper and allied products industry (SIC 26), and 7 of the 15 analytes from the chemicals and allied products industry (SIC 28). Again, this finding may be somewhat misleading because many of the less frequently detected analytes from these sectors do have health-based or ecologically-based standards. Furthermore, some constituents with SMCLs may also pose health and ecological risks. The same pattern applies to stone, clay, and gas products (SIC 32), and food and kindred products (SIC 20). In the food and kindred products industry, the only health-based exceedences were for nitrates, nitrites, or both. All of the other most frequent exceedences for this industry group were non-health-based and non-ecologically-based.

8.2.4 Industries Reporting Releases of TC Analytes or Known or Possible Non-Hazardous Industrial Waste Constituents

Another indication of the potential importance of the various industries with regard to non-hazardous industrial waste management is provided by data concerning the amounts of chemicals these industries release to the environment, as reported under the EPCRA TRI requirements. Exhibit 8-6 identifies, by industry, volumes of TC analytes or known or possible non-hazardous industrial waste constituents that in 1992 were reported released to land or underground injection in an amount exceeding 1 million pounds.⁷ Volumes of waste released to land or underground injection are presented in this Study because they are thought to be the most indicative of the volume of non-hazardous waste at the facilities. The listed volumes are the mass of individual constituents in waste streams or other emissions rather than total waste volumes as presented in other exhibits in this chapter. The volumes may include hazardous, special, and municipal solid waste as well as non-hazardous industrial waste.

The largest volume of constituents reported released via underground injection in 1992 were from the chemicals and allied products industry, which contributed 99.3 percent of total volume from underground injection. A significant portion of these constituents may be in hazardous wastewaters. The second and third largest volumes of TRI constituents come from the petroleum refining and primary metals industries, which contributed 0.57 and 0.04 percent of total volume from underground injection, respectively. The two constituents released in the largest volumes to underground injection from the chemicals and allied products industry were methanol and acetonitrile, with 38 and 29 percent of total volume for that industry, respectively. Methanol was also released in the highest volume from the petroleum refining industry, comprising 57 percent of the total constituent volume reported for that industry.

The largest volume of constituents released to land originates from the primary metals industry, which contributes 74.2 percent of the total volume. Most of that volume (99 percent) is comprised of constituents, such as zinc, copper, and chromium, that may be present in large volume special wastes. (Further investigation is needed to determine whether any of these releases involve special or hazardous wastes.) The two chemicals comprising almost equal proportions released by this industry are zinc and copper, with about 48 percent each. The second and third largest volumes of constituents were from the petroleum refining and paper and allied products industries, respectively. Petroleum refining contributed 10.1 percent of total volume and paper and allied products contributed 8.4 percent of total volume released to land. Naphthalene and xylene, with 43 and 32 percent of total volume reported released to land, constituted the largest proportion of the constituents from the

⁷ Detailed 1994 TRI facility-specific data were not available when this Study was prepared, therefore, 1992 TRI data were used.

EXHIBIT 8-6 TRI REPORTED RELEASES TO LAND OR UNDERGROUND INJECTION BY CONSTITUENT AND INDUSTRY

Chemical Name*	Type of Chemical	SIC 20		SIC 21		SIC 22		SIC 24		SIC 25		SIC 26		SIC 27		SIC 28		SIC 29		SIC 30		SIC 31	
		UI	L	UI	L	UI	L	UI	L	UI	L	UI	L	UI	L	UI	L	UI	L	UI	L	UI	L
1,1,1-TRICHLOROETHANE	VCO	5	25	0	0	0	0	0	0	0	5,800	0	0	975	553	1,826	0	288	0	17,403	0	0	
1,2-DICHLOROETHANE	VCO	0	1,000	0	0	0	0	0	0	0	0	0	0	0	6,927	858	0	0	0	0	0	0	
1,3-BUTADIENE	VO	0	0	0	0	0	0	0	0	0	0	0	0	0	1,000	372	0	0	0	0	0	0	
ACETALDEHYDE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	1,905,859	289	0	0	0	0	0	0	
ACETONITRILE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	20,111,640	29	0	0	0	0	0	0	
ACRYLAMIDE	OSO	0	0	0	0	0	0	0	0	0	0	0	0	0	4,188,680	963	0	0	0	0	0	0	
ACRYLONITRILE	OVO	0	0	0	0	0	0	0	0	0	0	30	0	0	3,795,670	387	0	0	7,654	0	0	0	
ANILINE	OSO	0	0	0	0	0	0	0	0	0	0	0	0	0	1,195,676	1,173	0	0	0	0	0	0	
BENZENE	VO	0	0	0	0	0	0	0	0	0	0	0	0	0	268,921	225,952	78,162	114,164	0	0	0	0	
BROMOMETHANE	OVO	0	0	0	0	0	0	1,000	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
CARBON DISULFIDE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	2,704	5	0	16	0	0	0	0	
CHLOROBENZENE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	72,000	817	0	0	0	0	0	0	
CHLOROFORM	VCO	0	0	0	0	0	0	0	0	0	0	11,582	0	0	50,240	17,000	0	0	0	0	0	0	
CHLOROMETHANE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	86,709	0	0	0	0	0	0	0	
CHLOROPRENE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	54,000	0	0	0	1,811	0	0	0	
CHROMIUM	IO	0	0	0	0	0	0	5	0	0	0	0	0	0	0	4,550	0	2,226	0	2	0	7,707	
COPPER	MI	0	0	0	0	0	0	5	250	0	0	0	0	0	16,460	14,810	0	0	0	0	0	0	
CUMENE	VH	0	0	0	0	0	0	0	0	0	0	0	0	0	11,000	315	4,100	468	0	0	0	0	
DICHLORODIFLUOROMETHANE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	1,722	23	0	0	0	0	0	0	
DICHLOROMETHANE	VCO	0	2,100	0	0	0	0	0	0	0	0	251	0	0	1,183,867	377	0	10	0	46,620	0	0	
ETHYLBENZENE	VH	0	0	0	0	0	0	0	0	250	0	0	0	0	190,648	5,735	3,234	271,175	0	0	0	0	
FORMALDEHYDE	OVO	0	200	0	0	0	0	0	10,139	0	0	4,336	0	0	4,916,248	16,314	0	0	0	0	0	0	
FREON 113	CFC	0	0	0	0	0	0	0	0	0	0	0	0	0	17	6	0	0	0	0	0	0	
METHANOL	OVO	0	20,250	0	0	12,482	0	17,495	0	80,327	0	2,957,167	0	3,000	26,852,673	220,185	230,590	1,582	0	0	0	0	
METHYL ETHYL KETONE	OVO	0	0	0	0	0	0	250	0	27,931	0	6,873	0	0	325,390	28,226	40,000	748	0	10,770	0	0	
METHYL ISOBUTYL KETONE	OVO	0	0	0	0	0	0	0	0	139,400	0	0	0	0	129,100	1,823	0	35	0	0	0	0	
METHYL METHACRYLATE	OVO	0	0	0	0	0	0	0	0	0	0	11	0	0	220,000	1,742	0	0	2,250	0	0	0	
N-BUTYL ALCOHOL	OVO	0	0	0	0	0	0	0	0	8,856	0	0	0	0	2,324,731	519	0	0	0	0	0	0	
NAPHTHALENE	OSO	0	0	0	5	0	0	0	1	0	0	8,445	0	0	60,654	23,191	573	1,539,299	0	0	0	0	
PROPYLENE OXIDE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	200	2,251	0	0	0	0	0	0	
STYRENE	VH	0	0	0	0	0	0	0	0	0	0	5	0	0	83,170	60,330	0	0	141,153	0	0	0	
TETRACHLOROETHYLENE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	12,780	4,264	0	0	1,495	0	0	0	
TOLUENE	VH	0	0	0	0	0	0	434	0	65,114	0	798	0	4,300	1,547,118	26,211	26,778	546,483	0	5	0	0	
TRICHLOROETHYLENE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	466	1	0	0	0	0	0	0	
TRICHLOROFLUOROMETHANE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	8	18,912	0	0	0	0	0	0	
VINYL CHLORIDE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	1	6	0	0	0	0	3,100	0	
XYLENE (MIXED ISOMERS)	VH	0	0	0	0	0	0	1	0	44,914	0	250	0	40	200,309	3,129	18,835	1,142,430	5	0	0	0	
ZINC (FUME OR DUST)	MI	0	250	0	0	0	5	0	5	0	0	1,100	0	0	120,000	28,710	0	0	250	0	0	0	
Total		5	23,825	0	5	0	12,487	11	28,574	0	372,592	0	2,990,848	0	8,315	69,938,141	709,301	402,272	3,618,924	5	229,413	0	10,807

Source: 1992 TRI data.

UI = Underground Injection

L = Land

VCO = Volatile Chlorinated Organics

OVO = Other Volatile Organics

OSO = Other Semivolatile Organics

M/I = Metals/Inorganics

VH = Volatile Hydrocarbons

IO = Inorganics

VO = Volatile Organics

CFC = Chlorofluorocarbons

Industry Groups (SIC)

20 = Food and Kindred Products

21 = Tobacco Products

22 = Textile Mill Products

24 = Lumber and Wood Products

25 = Furniture and Fixtures

26 = Paper and Allied Products

27 = Printing and Publishing

28 = Chemicals and Allied Products

29 = Petroleum Refining

30 = Rubber and Miscellaneous Plastics Products

31 = Leather and Leather Products

32 = Stone, Clay and Glass Products

33 = Primary Metal Industries

34 = Fabricated Metal Products

35 = Industrial Machinery and Equipment

36 = Electronic and Other Electronic Equipment

37 = Transportation Equipment

38 = Instruments and Related Products

39 = Miscellaneous Manufacturing Products

EXHIBIT 8-5 TRI REPORTED RELEASES TO LAND OR UNDERGROUND INJECTION BY CONSTITUENT AND INDUSTRY (continued)

Chemical Name*	Type of Chemical	SIC 32		SIC 33		SIC 34		SIC 35		SIC 36		SIC 37		SIC 38		SIC 39		Invalid		Total UI	Total Land	Total Combined
		UI	L	UI	L	UI	L	UI	L	UI	L	UI	L	UI	L	UI	L	UI	L			
1,1,1-TRICHLOROETHANE	VCO	0	0	0	2,916	0	39,778	0	6,805	3	10	0	200	0	350	0	0	0	0	561	76,381	76,942
1,2-DICHLOROETHANE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	6,927	1,858	8,785
1,3-BUTADIENE	VO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,000	372	1,372
ACETALDEHYDE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,905,859	289	1,906,148
ACETONITRILE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	20,111,640	29	20,111,669
ACRYLAMIDE	OSO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4,188,680	963	4,189,643
ACRYLONITRILE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	65,880	0	3,861,550	8,071	3,869,621
ANILINE	OSO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,195,676	1,173	1,196,849
BENZENE	VO	0	0	8,600	500	0	0	0	0	0	0	0	20	0	0	0	0	0	0	355,683	340,636	696,319
BROMOMETHANE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,000	0	1,000
CARBON DISULFIDE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	2,704	21	2,725
CHLOROBENZENE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	72,000	817	72,817
CHLOROFORM	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	50,240	28,582	78,822
CHLOROMETHANE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	86,709	0	86,709
CHLOROPRENE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	54,000	1,811	55,811
CHROMIUM	IO	0	10,528	8	842,104	70	75,306	0	13,226	0	500	250	455	0	510	0	0	0	0	333	957,112	957,445
COPPER	MI	0	767	271	12,579,039	0	18,368	0	2,620	0	25,709	0	5,130	0	0	645	0	0	0	16,736	12,647,338	12,664,074
CUMENE	VH	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	15,100	783	15,883
DICHLORODIFLUOROMETHANE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,722	23	1,745
DICHLOROMETHANE	VCO	0	77	0	12,705	0	0	0	17,101	0	12	0	0	0	60	0	0	0	0	1,183,867	79,313	1,263,180
ETHYLBENZENE	VH	0	0	0	0	0	11,510	0	48	0	0	0	0	0	0	0	0	390	193,882	289,108	482,990	
FORMALDEHYDE	OVO	0	105,331	0	38,109	0	0	0	0	0	0	0	0	0	0	0	0	0	0	4,916,248	174,429	5,090,677
FREON 113	CFC	0	0	0	0	0	0	0	197	950	0	250	0	7,922	0	0	0	0	0	214	9,028	9,242
METHANOL	OVO	0	0	0	411	0	4,296	0	2,305	169	0	0	9,041	0	0	0	750	0	27,084,182	3,328,541	30,412,723	
METHYL ETHYL KETONE	OVO	0	0	0	0	0	95,930	0	62,575	5	0	0	8,291	0	1,500	0	0	700	365,395	241,794	607,189	
METHYL ISOBUTYL KETONE	OVO	0	0	0	750	0	23,381	0	21,235	0	0	0	8,291	0	0	0	0	71	129,100	194,986	324,086	
METHYL METHACRYLATE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	220,000	4,003	224,003
N-BUTYL ALCOHOL	OVO	0	0	0	0	0	46,865	0	190	0	0	0	0	0	0	0	0	790	2,324,731	57,220	2,381,951	
NAPHTHALENE	OSO	0	0	17,000	96,200	0	0	0	0	0	0	0	0	0	0	0	0	0	0	78,227	1,667,141	1,745,368
PROPYLENE OXIDE	OVO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	200	2,251	2,451
STYRENE	VH	0	97,000	0	5	0	0	0	0	0	0	0	5,888	0	0	0	0	0	0	83,170	304,179	387,349
TETRACHLOROETHYLENE	VCO	0	5	0	0	0	3,585	0	5	0	0	0	0	0	0	0	0	0	0	12,780	9,354	22,134
TOLUENE	VH	0	4,926	0	750	0	41,652	0	4,196	5	5	0	8,944	0	0	0	250	0	4,210	1,573,901	708,278	2,282,179
TRICHLOROETHYLENE	VCO	0	0	0	10,050	0	2,250	0	0	0	0	0	8,420	0	5	0	0	0	0	466	20,726	21,192
TRICHLOROFLUOROMETHANE	VCO	0	0	0	0	0	250	0	599	0	0	0	0	0	0	0	0	0	0	8	19,761	19,769
VINYL CHLORIDE	VCO	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	3,108	3,107
XYLENE (MIXED ISOMERS)	VH	0	5	0	102,068	0	104,695	0	1,337	120	4,350	0	10,961	0	0	0	250	0	10,600	219,270	1,434,429	1,653,699
ZINC (FUME OR DUST)	MI	0	0	0	12,785,679	0	122,303	0	0	0	0	0	102,816	0	0	0	0	0	5	120,000	13,041,123	13,161,123
Total		0	218,637	25,879	26,471,286	70	590,169	0	132,242	499	31,436	250	168,505	0	10,347	0	1,145	66,630	16,766	70,433,762	35,655,029	106,088,791

Source: 1992 TRI data.

UI = Underground Injection
L = Land
VCO = Volatile Chlorinated Organics
OVO = Other Volatile Organics
OSO = Other Semivolatile Organics
MI = Metals/Inorganics
VH = Volatile Hydrocarbons
IO = Inorganics
VO = Volatile Organics
CFC = Chlorofluorocarbons

Industry Groups (SIC)
20 = Food and Kindred Products
21 = Tobacco Products
22 = Textile Mill Products
24 = Lumber and Wood Products
25 = Furniture and Fixtures
26 = Paper and Allied Products
27 = Printing and Publishing
28 = Chemicals and Allied Products
29 = Petroleum Refining

30 = Rubber and Miscellaneous Plastics Products
31 = Leather and Leather Products
32 = Stone, Clay and Glass Products
33 = Primary Metal Industries
34 = Fabricated Metal Products
35 = Industrial Machinery and Equipment
36 = Electronic and Other Electronic Equipment
37 = Transportation Equipment
38 = Instruments and Related Products
39 = Miscellaneous Manufacturing Products

petroleum refining industry. Almost 99 percent of the volume of constituents released to land by the paper and allied products industry was methanol.

8.3 Potential Gaps as a Function of Management Practices

This section of the Scoping Study reviews the available information related to management practices:

Section 8.3.1 examines the prevalent management practices among the major non-hazardous industrial waste generating industries;

Section 8.3.2 reviews the evidence regarding environmental releases as a function of management type for major management technologies;

Section 8.3.3 describes limited data available on the potential hazards associated with use constituting disposal; and

Section 8.3.4 briefly discusses the potential nature of the hazards associated with less well-characterized management practices.

8.3.1 Waste Management Practices by Waste Type and Industry

As noted previously, the data related to non-hazardous industrial waste management practices are quite limited and may be somewhat outdated. Inconsistencies frequently were found between data from the different sources. Exhibit 8-7 summarizes the information for the relatively high volume generation industries. Based on the available information, the vast majority of non-hazardous industrial waste is aqueous and is managed in surface impoundments before treatment and ultimate discharge under NPDES. The proportion of these wastes going to surface impoundments in 1985 ranged from 78.6 percent in the food and kindred products industry to 99.7 percent in the textile manufacturing industry, with a total of 96.5 percent of all wastes managed in this fashion in the 15 industries included in the exhibit. The second most widely used land-based management technology was land application. Only about 1.3 percent of the waste volume from the 15 industries was managed in this fashion in 1985, with substantially larger proportions going this route in the organic chemicals industry (3.1 percent), the food and kindred products industry (20 percent), and water treatment industry (15 percent). Landfills and waste piles each accounted for about one percent of the total waste managed in the 15 industries.

Exhibit 8-8 estimates the number of active landfills, surface impoundments, land application units, and waste piles used to manage non-hazardous waste in various industry groups in 1985. At that time, 55 percent of these land-based units were surface impoundments. This finding indicates that, on average, surface impoundments handled larger volumes of waste than other management units since they managed a substantially greater percentage (96 percent) of total on-site non-hazardous industrial waste. In all industries except primary iron and steel and transportation equipment, surface impoundments were the most common type of management units. Waste piles constituted 19 percent of the total units. They were the most common type of unit in the primary iron and steel and transportation equipment industries, were the second most common type in eight industries, and tied for second in another. Land application units represented 16 percent of all units. Over 70 percent of these units, however, were in the food and kindred products industry. Landfills represented only 10 percent of all units.

Exhibit 8-7
Volume of Non-Hazardous Industrial Waste Managed in Land-Based Facilities in 1985

Major Industry Group (SIC)	Treatment or Disposal Method (percentages) ^a				Total
	Landfill	Surface Impoundment	Land Application	Waste Piles	Tons Managed (1000 tons/yr.)
Paper and Allied Products (26)	0.30%	99.30%	0.40%	0.07%	2,251,700
Primary Metals Industry (33) ^b	0.39	98.5	0.04	1.1	1,367,611
Primary Iron and Steel (332)	0.3	99.2	<0.01	0.5	1,300,541
Primary Non-ferrous Metals (333)	2.1	84.3	0.6	13	67,070
Chemicals and Allied Products (28) ^c	0.74	95.3	0.21	3.7	1,324,722
Industrial Inorganic Chemicals (281)	0.4	95.1	0.01	4.5	919,725
Plastics and Resins Manufacturing (282)	0.05	98.2	0.02	1.7	180,510
Fertilizer and Agricultural Chemicals (287)	3.5	93.1	0.5	2.9	165,623
Industrial Organic Chemicals (286)	0.4	96.3	3.1	0.08	58,864
Electric, Gas, and Sanitary Services (49) ^d	4.7	94.5	0.78	0.08	1,151,123
Electric Power Generation (4911)	4.9	95	0.03	0.08	1,092,277
Water Treatment (4941)	0.3	84.5	15	0.1	58,846
Stone, Clay, Glass, and Concrete (32)	1.2	97.3	<0.01	1.5	621,974
Food and Kindred Products (20)	1	78.6	20	0.1	373,517
Textile Manufacturing (22)	0.03	99.7	0.3	<0.01	253,780
Petroleum Refining (29)	0.2	99.6	0.2	0.05	168,632
Rubber and Misc. Products (30)	2.2	97.4	0.2	0.2	24,198
Transportation Equipment (37)	1.4	93.1	<0.01	4.6	12,669
Leather and Leather Products (31)	0.3	99.4	0	0.3	3,234
Total	1.10%	96.50%	1.30%	1%	7,621,147

Source: U.S. Environmental Protection Agency, "Report to Congress: Solid Waste Disposal in the United States," Volume II, Table 3-5, October 1988.

^a The entries in each column may not add to their respective totals because of rounding.

^b The Primary Metals Industry includes only SICs 332 (Primary Iron and Steel) and 333 (Primary Non-ferrous Metals).

^c Chemicals and Allied Products includes only SICs 281 (Industrial Inorganic Chemicals), 282 (Plastics and Resins Manufacturing), 286 (Industrial Organic Chemicals), and 287 (Fertilizer and Agricultural Chemicals).

^d Electric, Gas, and Sanitary Services includes only 4911 (Electric Power Generation) and 4941 (Water Treatment).

Exhibit 8-8
Active Non-Hazardous Industrial Waste Management Units in 1985 by Major Industry Group

Major Industry Group (SIC)	Number of Treatment or Disposal Units				
	Landfill	Surface Impoundment	Land Application	Waste Piles	Total
Food and Kindred Products (20)	194	4,166	3,128	540	8,028
Stone, Clay, Glass, and Concrete Products (32)	1,257	3,152	309	2,528	7,246
Paper and Allied Products (26)	259	918	139	232	1,548
Electric Power Generation (4911)	155	1,220	43	110	1,528
Industrial Inorganic Chemicals (2812-2819)	120	1,039	24	98	1,281
Petroleum Refining (29)	61	915	114	158	1,248
Primary Iron and Steel (3312-3321)	201	383	76	464	1,124
Water Treatment (4941)	121	659	147	48	975
Textile Manufacturing (22)	28	741	72	103	944
Primary Non-ferrous Metals (3330-3399)	111	448	9	312	880
Transportation Equipment (37)	63	287	11	362	723
Fertilizer and Agricultural Chemicals (2873-2879)	31	274	160	50	515
Rubber and Miscellaneous Products (30)	77	176	16	123	392
Industrial Organic Chemicals (286)	17	262	27	79	385
Plastics and Resins Manufacturing (2821)	32	292	17	32	373
Selected Chemicals and Allied Products (28, except sectors otherwise noted)	21	219	17	41	298
Leather and Leather Products (31)	9	102	0	54	165
Total^a	2,757	15,253	4,308	5,335	27,653

Source: Report to Congress, "Solid Waste Disposal in the United States," Volume II, EPA, Office of Solid Waste and Emergency Response, October 1988.

^a The entries in each column may not add to their respective totals because of rounding.

Surface impoundments, land application, landfills, and waste piles are clearly not the only management technologies that can be used for non-hazardous industrial wastes. The totals in Exhibit 8-7 do not reflect all of the possible options for waste management. Exhibit 8-9 provides data from the Industrial D Industry Profiles discussed in Section 8.1 relating to non-hazardous industrial waste management practices in some industries occurring most frequently in the release descriptions. Most of these data are from the 1987 TSDR, and some are from the ISDB. Waste management practices summarized in this source are substantially different from those shown previously. The data are more detailed, and information is given for additional management methods, including container/tank storage, wastewater treatment systems, underground injection, recycle/reuse, and incineration.

The TSDR/ISDB data identify wastewater treatment systems (WWT and tank systems) as the dominant management methods for most industries, instead of surface impoundments. This difference may be partially due to the characterization of management units in the two surveys. Many of the units identified as "impoundments" in the TSS may have been identified as "WWT units" in the TSDR or ISDB. Also, the populations of facilities and wastes covered in the two surveys are different. For example, the TSDR Survey covered facilities in a wide range of industries, but only if they managed hazardous waste. The ISDB, on the other hand, covered a broader range of facilities, but only if they were in certain industry groups. In any event, the two sources generally agree that land-based treatment for aqueous wastes is the dominant management method for non-hazardous industrial wastes.

Land application, landfills, and waste piles show up as relatively minor management technologies, by volume, in the TSDR/ISDB data, consistent with the TSS data. Underground injection is also a minor but not insignificant management technology, accounting for up to approximately three percent of total waste management in the industries where it is most widely used. Some non-hazardous industrial wastes from all of the industries evaluated are recycled or reused (up to about 1.5 percent). Incineration also accounted for less than one percent of all non-hazardous industrial wastes managed in the various industries. The only waste management technology identified as being important for any industry other than those mentioned is "other processes/methods," which accounted for almost 50 percent of the wastes managed from the stone, clay, glass, and concrete industry. The process used to manage these wastes was not indicated, but it may include use in roadbed or fill.

8.3.2 Management Practices Seen in the Release Descriptions

The release descriptions for non-hazardous industrial waste management contain information about the types of management units at which releases to the environment have occurred. This source provides some direct evidence as to which types of management practices have the greatest potential for causing releases to the environment. Its major limitations, however, are that it covers only facilities for which data were readily available, namely regulated units, and that some of releases are relatively old.

Exhibit 8-9
Non-Hazardous Industrial Waste Management by Industry
and Waste Type from TSDR and ISDB

Industry Group (SIC)	Major Waste Type(s) ^{a,b}	Management Type(s)	Total Amount (thousand metric tons)
Chemicals and Allied Products (280, 282 (except 2821), 285, 288, 289 (except 2891, 2892, 2893))	Aqueous Liquid Organic Liquid	WWT & Tank Systems ^c	79,669
		Surface Impoundments ^c	2,029
		Underground Injection ^c	236
		Incineration ^c	43
		Landfill ^c	14
		Other Processes/Methods ^c	8
		Recycle/Reuse ^c	4
		Land Application ^b	<1
Industrial Inorganic Chemicals (281)	Aqueous Liquid Solid Residue Gas Sludge/Slurry	WWT & Tank Systems ^c	25,421
		Underground Injection ^c	958
		Recycle/Reuse ^b	752
		Other Processes/Methods ^b	395
		Waste Pile Storage ^b	356
		Surface Impoundments ^b	263
		Landfill ^b	43
		Incineration ^c	2
Plastics and Resins (2821)	Aqueous Liquid	WWT & Tank Systems ^c	68,414
		Surface Impoundments ^c	45,842
		Underground Injection ^b	421
		Landfill ^b	132
		Recycle/Reuse ^b	73
		Land Application ^b	41
		Incineration ^b	25
		Waste Pile Storage ^b	5
		Other Processes/Methods ^b	3
		Container/Tank Storage ^b	<1

Exhibit 8-9 (continued)
Non-Hazardous Industrial Waste Management by Industry
and Waste Type from TSDR and ISDB

Industry Group (SIC)	Major Waste Type(s) ^{a,b}	Management Type(s)	Total Amount (thousand metric tons)
Drug and Medical Products (283)	Aqueous Liquid	WWT & Tank Systems ^c	197,143
		Recycle/Reuse ^c	1,818
		Surface Impoundments ^c	193
		Underground Injection ^c	126
		Incineration ^c	18
		Landfill ^c	<1
Industrial Organic Chemicals (268)	Aqueous Liquid Gas Organic Liquid	WWT & Tank Systems ^c	182,642
		Surface Impoundments ^c	78,193
		Recycle/Reuse ^b	3,867
		Other Processes/Methods ^b	3,705
		Underground Injection ^b	3,296
		Incineration ^b	1,667
		Landfill ^b	1,406
		Land Application ^b	225
		Other Processes/Methods ^c	33
		Container/Tank Storage ^b	7
		Waste Pile Storage ^c	3
Agricultural Chemicals (287)	Aqueous Liquid	WWT & Tank Systems ^c	110,869
		Surface Impoundments ^c	664
		Underground Injection ^b	462
		Other Processes/Methods ^c	122
		Incineration ^b	52
		Landfill ^b	37
		Land Application ^b	29
		Container/Tank Storage ^b	20
		Recycle/Reuse ^b	13
		Waste Pile Storage ^b	2

Exhibit 8-9 (continued)
Non-Hazardous Industrial Waste Management by Industry
and Waste Type from TSDR and ISDB

Industry Group (SIC)	Major Waste Type(s) ^{a,b}	Management Type(s)	Total Amount (thousand metric tons)
Products of Petroleum and Coal (29)	Aqueous Liquid Sludge/Slurry	WWT & Tank Systems ^c	137,446
		Land Application ^b	2,323
		Recycle/Reuse ^b	2,189
		Underground Injection ^b	1,946
		Surface Impoundments ^c	1,237
		Other Processes/Methods ^b	513
		Container/Tank Storage ^b	107
		Landfill ^b	64
		Incineration ^c	6
		Waste Pile Storage ^c	5
Stone, Clay, Glass, and Concrete (32)	NA		
		WWT & Tank Systems ^c	2,210
		Other Processes/Methods ^c	2,174
		Surface Impoundments ^c	180
		Recycle/Reuse ^{c, d}	38
Steel Works, Blasting (331)	Aqueous Liquid	WWT & Tank Systems ^c	428,486
		Recycle/Reuse ^b	2,216
		Surface Impoundments ^c	390
		Underground Injection ^b	332
		Other Processes/Methods ^b	258
		Landfill ^b	47
		Incineration ^b	19
		Container/Tank Storage ^b	<1
		Waste Pile Storage ^c	<1
Iron and Steel Foundries (332)	NA	Surface Impoundments ^c	1,335
		Waste Pile Storage ^c	39
		Other Processes/Methods ^c	39

Exhibit 8-9 (continued)
Non-Hazardous Industrial Waste Management by Industry
and Waste Type from TSDR and ISDB

Industry Group (SIC)	Major Waste Type(s) ^{a,b}	Management Type(s)	Total Amount (thousand metric tons)
Nonferrous Metals Primary Smelting (333)	NA	WWT & Tank Systems ^c	6,656
		Landfill ^c	24
		Recycle/Reuse ^c	<1
Fabricated Metal Products (34)	Aqueous Liquid Sludge/Slurry	WWT & Tank Systems ^c	11349
		Surface Impoundments ^c	668
		Other Processes/Methods ^c	15
		Incineration ^c	4
		Landfill ^b	2
		Recycle/Reuse ^b	<1
		Container/Tank Storage ^b	<1
Electronics & Other Electronic Equipment (36)	NA	WWT & Tank Systems ^c	21,463
		Surface Impoundments ^c	1,447
		Recycle/Reuse ^c	10
		Incineration ^c	5

NA - No data available

^a Includes waste types greater than 1% of total

^b ISDB

^c TSDR; total does not include gases

^d Reuse of fuel only

Exhibit 8-10 tabulates by industry the number of waste management units of different types found in the release descriptions. Of the 120 waste management units identified in the release descriptions, 73 (61 percent) are landfills, while 28 (23 percent) are surface impoundments. Twelve land application units (10 percent) and 4 waste piles were also identified, along with one trench, 1 evaporation pond, and 1 stormwater retention pond.

These data provide a somewhat different picture than would be expected, merely based on the number of management units in the various industries and the volumes of wastes managed in different types of units. Despite the preponderance of landfills in the release descriptions, the vast majority of the non-hazardous industrial wastes are being managed (or were being managed at the time of the TSS) in surface impoundments. As shown in Exhibit 8-8, for the industries presented, there are 15,253 surface impoundments versus only 2,757 landfills. Several possible explanations for this apparent discrepancy can be advanced. First, better groundwater monitoring data may be available for landfills than for surface impoundments. Second, management methods may have changed substantially in the last 11 years. This explanation seems unlikely; surface impoundments or related treatment systems probably will remain a management method of choice as long as aqueous wastes are the dominant waste form. Some movement to tanks or other treatment systems may have occurred, and process changes may also have reduced the volume of liquid wastes, but EPA has no information as to how extensive these changes may have been. In any event, a large-scale shift away from surface impoundments to landfills seems unlikely, simply based on cost considerations, even if it was technically feasible for some wastes.

Another possible explanation is that the initial concentrations of potentially toxic constituents may be lower, on average, for surface impoundments than for landfills, and the highly concentrated solid residues from the impoundments may themselves end up in landfills, or the surface impoundments may be closed as landfills. Finally, design features of non-hazardous industrial waste landfills may make them more prone to releases, although the other factors just discussed are likely to be more important.

8.3.3 Potential Hazards Associated with Use Constituting Disposal

Few data are available on use that constitutes disposal (UCD) of solid wastes, which is regulated at the state level. Some data, however, are available for one category of these wastes: certain delisted wastes that are now being used in a manner constituting disposal. In the first case discussed below, a full risk assessment of UCD was not done at the time the waste was delisted. In the second case, pending proposals at the federal level would authorize UCD of delisted wastes; some states, however, may already be permitting some UCD practices for these wastes under other regulatory provisions.

Delisted K088 (spent potliners from primary aluminum reduction) that has been treated with lime and heated in a rotary kiln by a specific petitioner and subsequently disposed of primarily in a monofill has caused high leaching rates of cyanides, fluoride, and arsenic. While the treatment residue passes the TCLP test, the leachate from the monofill exceeds the TC level for arsenic and the delisting requirements for cyanides and fluoride. The treatment residual also has a pH of approximately 12.9 and is hazardous and not covered by the petitioner's exclusion. This K088 treatment residual also has been used for on-site road construction, under a state RCRA Subtitle D management permit. A recent site inspection found, after rainfall, large puddles of dark colored water, the same color as the treatment residue used to build the road. Samples of the runoff water are currently being analyzed.

Exhibit 8-10
Waste Management Unit Types in the Release Descriptions^a

Industry Group	Evaporation Pond	Lagoon/ Surface Impoundment	Land Application	Landfill	Stormwater Retention Pond	Trench	Waste Pile	Total
Agricultural Production-Livestock (02)		1	1					2
Apparel and Other Textile Products (23)			1					1
Chemicals and Allied Products (28)		6		5				11
Electric, Gas, Sanitary Services (49)		2		33				35
Electronic and Other Electronic Equipment (36)				1		1		2
Fabricated Metal Products (34)		1		2			1	4
Food and Kindred Products (20)		6	7					13
Industrial Machinery and Equipment (35)		1						1
Instruments and Related Products (38)			1					1
Nonmetallic Minerals, Except Fuels (14)		1		3				4
Paper and Allied Products (26)		5	1	23				29
Petroleum Refining (29)	1	2		1				4
Primary Metal Industries (33)		1		2	1		3	7
Stone, Clay, and Glass Products (32)		1		1				2
Transportation Equipment (37)		1	1	2				4
Total Units	1	28	12	73	1	1	4	120

^a A facility may have more than one waste management unit.

This case raises two issues:

- The appropriateness of the TCLP test for evaluating the leaching potential of this waste treatment residual.
- The potential unevaluated risks from runoff from this material when used in a manner constituting disposal.

The first issue is discussed in Section 3.6. With respect to the second issue, EPA will evaluate the runoff risks from this site and potentially risks from other instances where states have permitted uses constituting disposal for non-hazardous industrial waste.

Risks from some UCD practices for some delisted wastes may not be fully understood. Comments on UCD proposals to allow several uses of high temperature metals recovery (HTMR) slags derived from K061, K062, and F006 listed wastes expressed concern about the completeness of risk evaluation. The proposed rule⁸ would allow the de-listed HTMR slags to be used in road building as top grade material, as aggregate in cement, and as anti-skid material. EPA evaluated the risk from these materials using the TCLP test to estimate potential for leaching to groundwater. Commentors, however, expressed concerns about risks from surface runoff and wind-blown dust pathways and risks to workers. At the time of the proposal in December 1994, models to evaluate non-groundwater pathway risks were not adequately developed. Since then, such models have been developed and were used in a major rulemaking proposal, the December 1995 HWIR-Waste proposal. These models are undergoing revision in response to comments by the public and the Science Advisory Board (SAB). The modeling developed to support HWIR-Waste could be used to evaluate UCD of de-listed HTMR slags or other stabilized waste once the models are refined.

8.3.4 Potential Hazards Associated with Other Management Practices

As noted in Section 8.3.1, it is clear that some non-hazardous industrial wastes are being managed in ways that do not involve treatment or final disposal in land-based units such as surface impoundments or landfills. These other management approaches may also pose potential risks to human health and the environment. In the course of the Scoping Study, the Agency has found little recent, reliable information as to the types and volumes of non-hazardous industrial wastes being managed using other technologies. A major complication in this regard is that, unlike the situation for hazardous wastes, generators are not required by federal regulations to identify or report non-hazardous industrial wastes, process residuals, or byproducts. Thus, any residual or byproduct material that has potential economic value does not need to be identified as a waste, and instead may simply be used or sold without restriction. In such cases, the distinction between what constitutes the simple commercial sale of a material that happens to be a byproduct of an industrial process, recycling, or use constituting disposal of a non-hazardous industrial waste may not be clear.

Putting this problem aside, it is certain that some non-hazardous wastes are being managed using techniques other than land storage, treatment, or disposal. Some of these technologies, such as incineration, unambiguously involve releases to the environment. Others such as recycling and reuse may involve releases, depending upon the nature of the use of the materials. In EPA's search for release descriptions, no instances were found where any of these alternative management methods had

⁸59 *Federal Register* 67256, December 29, 1994.

resulted in documented environmental releases meeting the stringent release selection criteria. In addition, as noted previously, the state non-hazardous industrial waste programs that constitute the major source of the release descriptions may not regulate some of these alternative waste management technologies. Thus, the available data do not allow a conclusion to be drawn about whether and to what extent such management methods may pose significant risks to human health or the environment. This data gap is discussed in more detail in Chapter 10.

CHAPTER 9. POTENTIAL FOR GAPS TO BE ADDRESSED BY EXISTING REGULATIONS

The potential gaps described in Chapters 3 and 4 of this Scoping Study were identified solely in terms of their relationship to non-hazardous industrial waste management, and not with regard to whether they might be controlled under RCRA or other regulatory programs. This chapter examines the extent to which existing regulatory programs may already address these potential gaps and thereby helps to evaluate the extent of the potential gaps. The programs reviewed are as follows:

- RCRA,
- Clean Water Act (CWA),
- Safe Drinking Water Act (SDWA),
- Clean Air Act (CAA),
- Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA),
- Toxic Substances Control Act (TSCA),
- Pollution prevention initiatives,
- Occupational Safety and Health Act (OSHA), and
- Hazardous Materials Transportation Act (HMTA).

The regulatory control provided by these programs is reviewed in general terms, rather than in detail. Further analysis would be necessary to determine the precise degree of protection that these programs provide against particular risks.

9.1 RCRA Programs

Where there are gaps in the hazardous waste characteristics, the RCRA hazardous waste listings and Subtitle D program may reduce any resulting human health and environmental risks. These two programs are discussed below, including both the direct federal regulatory authorities and state-delegated authorities.

9.1.1 Hazardous Waste Programs

As described in RCRA Section 3001(a)-(b), EPA is required to develop regulations that both specify criteria for listing hazardous waste and to list particular hazardous wastes. In 40 CFR 261.11, EPA has specified three criteria for listing solid wastes as hazardous:

- The waste exhibits a hazardous characteristic;
- The waste is acutely hazardous because it has been found to be fatal to humans in low doses, or is otherwise capable of causing or significantly contributing to an increase in serious irreversible, or incapacitating reversible, illness; or

- The waste contains a toxic constituent listed in 40 CFR Part 261, Appendix VIII¹ and, after considering several risk-based and non risk-based factors, is capable of posing a substantial present or potential hazard to human health or the environment when improperly treated, stored, transported, or disposed of, or otherwise managed.

EPA has established four hazardous waste lists:

- Hazardous waste from non-specific sources, or F wastes;
- Hazardous wastes from specific sources, or K wastes;
- Discarded commercial chemicals that are toxic, or P wastes; and
- Discarded commercial chemicals that are acutely hazardous, or U wastes.

Because the F and K listings focus on waste streams, rather than on particular constituents, identification of a chemical as a constituent in a listed F or K waste does not automatically imply that all or most industrial wastes containing that constituent are regulated by the hazardous waste listings. For example, the F003 listing regulates benzene when it is a spent solvent, but does not regulate other benzene-containing wastes such as petroleum refining wastes. Similarly, for a chemical to be controlled by a P or U listing, it must be a discarded commercial product. If the source of the chemical is different (e.g., from a waste mixture that is not covered by an F or K listing), it is not regulated as a listed waste. For example, 2,4-dimethylphenol, which is a listed U waste (U101) when it is a discarded commercial chemical, was found among the environmental releases from non-hazardous industrial waste management documented in Chapter 2. This chemical also was found in the other two sources of data on non-hazardous industrial waste constituents, the Industrial Studies Database (ISDB) and the Effluent Guidelines Development Documents.

40 CFR Part 261, Appendix VII contains the majority of the "known" non-hazardous industrial waste constituents, including:

- 40 of the 41 known non-hazardous industrial waste constituents found in all three major data sources: the release descriptions, ISDB, and the effluent guideline development documents data; and
- 134 of all 248 known constituents.

Although Appendix VII constituents are the basis for individual hazardous waste listings, they also appear in non-hazardous industrial wastes. The listings, therefore, do not regulate all wastes containing these constituents.

Most states have developed their own hazardous waste programs and have received EPA approval to implement their regulations in lieu of the federal program. These state hazardous waste regulations may be broader or more stringent than federal RCRA Subtitle C regulations. A number of states have done so by regulating additional wastes as hazardous. For example, states have:

- Expanded the ignitability, corrosivity, or reactivity (ICR) characteristics;
- Expanded the toxicity characteristic (TC);

¹ Constituents are included in Appendix VIII if a reputable scientific study has found that the constituent has toxic, carcinogenic, mutagenic, or teratogenic effects on humans or other forms of life.

- Listed wastes as hazardous that are not hazardous under the federal rules; and
- Restricted exemptions from the federal program.

These expansions beyond the federal hazardous waste identification rules, which are discussed in Chapter 6, reflect state judgments about gaps in the federal program and thereby fill these potential gaps in particular states. Conversely, these expansions constitute potential gaps in other states.

9.1.2 Subtitle D

States have primary responsibility for managing non-hazardous industrial wastes. Under RCRA Subtitle D, the Federal Government only establishes minimum criteria that prescribe the best practicable controls and monitoring requirements for non-hazardous waste disposal facilities. EPA has developed separate criteria for municipal solid waste landfills (MSWLFs), which must comply with the requirements of 40 CFR Part 258, and for non-hazardous industrial (Industrial D) land application units, which must comply with the requirements of 40 CFR Part 257.

40 CFR Part 258 specifies six categories of MSWLF criteria: location, operation, design, ground-water monitoring and corrective action, closure and post-closure care, and financial assurance. Most relevant to addressing potential gaps in the characteristics, any leachate from new MSWLFs (which began accepting waste after October 9, 1993) must not cause contaminant levels in the uppermost aquifer to exceed maximum contaminant levels (MCLs) specified under the Safe Drinking Water Act. In addition, all MSWLFs must be operated in a way that ensures that they do not release pollutants that violate the Clean Water Act. Beyond meeting the minimum federal criteria, approved States are permitted to develop their own standards for MSWLFs.

The operating and design requirements for MSWLFs under Part 258 are designed to allow protective disposal of conditionally exempt small quantity generator hazardous waste (CESQG). As a result, MSWLFs can accept non-hazardous and CESQG waste from both municipal and industrial sources. Industrial D landfills can accept conditionally exempt small quantity generator (CESQG) waste (e.g., construction and demolition waste) only if they meet the location, groundwater monitoring and corrective action requirements specified in 40 CFR Part 257. Industrial D landfills that do not meet these requirements are not permitted to accept CESQG waste.

To a limited extent, state non-hazardous industrial waste management programs address potential gaps in the hazardous waste characteristics. These state programs, however, vary considerably in the types of requirements imposed, the stringency of such requirements, and even the types of waste management units regulated. They do not provide uniform national coverage of non-hazardous industrial waste management. For example, despite the state requirements placed on these landfills, about 50 chemicals were found in the release descriptions at concentrations above MCLs, including a number of metals (e.g., zinc, nickel, mercury, and lead) and volatile chlorinated organics (e.g., vinyl chloride, carbon tetrachloride, chlorobenzene, and chloroform). Similarly, about 90 percent of all releases were found to be associated with unlined management units; not all states currently require Industrial D units to be lined.

9.2 Medium-Specific Regulations

Medium-specific regulations such as the Clean Water Act, the Safe Drinking Water Act, and the Clean Air Act can both directly and indirectly address potential gaps in the hazardous waste characteristics. These programs regulate exposure via specific pathways of potential concern for non-

hazardous industrial wastes, as discussed in Chapters 3 and 4. Medium-specific regulations also could indirectly address potential gaps by discouraging or preventing the occurrence of the specific constituents in non-hazardous industrial waste. For example, CWA regulations may cause a manufacturer to alter a production process so that a particular chemical that requires control is not used in the production process, thereby eliminating that constituent from its solid waste stream. Where substitutions or alterations in the production process are not feasible, however, the medium-specific regulations could result in cross medium transfers, increasing the use of solid waste disposal as the preferred management method of the regulated constituents. The net effect of these two incentives on solid waste disposal practices is uncertain.

9.2.1 Clean Water Act

The CWA is designed to restore and protect the physical, chemical, and biological quality of the nation's surface waters. To achieve this goal, all discharges to navigable waters must be permitted. To help permit writers, EPA has established effluent limitations for 127 toxic pollutants on direct discharges to waters by 34 industrial source categories and publicly-owned treatment works (POTWs). Permit writers use these guidelines to establish discharge limits and other permit conditions. Where effluent guidelines do not exist for an industry, permit writers use best engineering judgment to determine appropriate permit conditions.

CWA regulations and permits directly limit exposures through surface water pathways. The CWA also indirectly addresses exposures to CWA regulated chemicals through other pathways by providing incentives for reducing or eliminating the use of such chemicals or for cross-media transfer of such chemicals.

Chapter 3 identified three potential gaps in the current toxicity characteristic that may be addressed to some extent by the Clean Water Act:

- Potential risks from direct surface water exposures;
- Potential indirect pathway risks involving surface waters; and
- Potential risks to ecological receptors involving surface waters.

As discussed in Chapter 3, surface water exposure pathways may be significant for some TC analytes disposed as non-hazardous industrial waste. Because run-off waters from landfills must be managed according to the requirements of the CWA, risks to human health from surface water exposures are addressed if these TC analytes have effluent limits established under the CWA. These effluent limits may also address risks to ecological receptors from exposure surface water, principally at water bodies near waste management units contaminated from surface water run-off. In addition, persistent and bioaccumulative chemicals discharged to surface waters may contaminate fish and shellfish that, when consumed, cause indirect exposure risk to human health. CWA effluent limits can address indirect exposure risks from those TC analytes for which effluent limits are established.

As Exhibit 9-1 demonstrates, CWA effluent limits are established for 28 of the TC constituents, including all of the TC metals except barium. Many of these TC constituents are commonly found in the release descriptions. For example, 7 of the top 20 frequently occurring constituents in the release descriptions are TC metals. Other TC constituents occurring five or more times in the release descriptions that have CWA effluent limits include benzene, vinyl chloride, chloroform, chlorobenzene, and tetrachloroethylene. Among these constituents, chlorobenzene, mercury, and lead can pose risks to ecological receptors.

Exhibit 9-1
TC Constituents with Effluent Limits Established under CWA

TC Analyte	CWA Effluent Limit	TC Analyte	CWA Effluent Limit	TC Analyte	CWA Effluent Limit
1,1-Dichloroethylene	--	Chloroform	✓	Methyl ethyl ketone	--
1,2-Dichloroethane	✓	Chromium	✓	Nitrobenzene	✓
1,4-Dichlorobenzene	✓	Cresol (mixed isomers)	--	o-Cresol	--
2,4,5-Trichlorophenol	--	Endrin	✓	p-Cresol	--
2,4,6-Trichlorophenol	✓	Heptachlor	✓	Pentachlorophenol	✓
2,4-D, salts and esters	--	Heptachlor epoxide	✓	Pyridine	--
2,4-Dinitrotoluene	✓	Hexachlorobenzene	✓	Selenium	✓
Arsenic	✓	Hexachloro-1,3-butadiene	--	Silver	✓
Barium	--	Hexachloroethane	✓	Silvex (2,4,5-TP)	--
Benzene	✓	Lead	✓	Tetrachloroethylene	✓
Cadmium	✓	Lindane	✓	Toxaphene	✓
Carbon tetrachloride	✓	m-Cresol	--	Trichloroethylene	✓
Chlordane	✓	Mercury	✓	Vinyl chloride	✓
Chlorobenzene	✓	Methoxychlor	--		

The CWA effluent limitations may also address some of the potential gaps identified in Chapter 4 that are associated with non-TC constituents, including indirect pathway exposures to phenolic compounds, DNAPL formation by chlorinated organics, indirect pathway exposure to PAHs, and indirect pathway exposure to phthalate esters. For the CWA to address indirect pathway exposures to these chemicals, releases to surface water from regulated facilities must be involved. Exhibit 9-2 lists chemicals representative of these potential gaps and indicates which chemicals are subject to CWA effluent limitations. Effluent limitations are specified for 7 of the 8 and for 15 of the 18 phenols and PAHs, respectively, on the list of known non-hazardous industrial waste constituents. CWA effluent limitations also control surface water releases of the chemicals that are likely to form DNAPLs, including halogenated chemicals. Exhibit 9-2 lists 35 known non-hazardous volatile chlorinated organics. Of these chemicals, 18 are subject to effluent guideline limits. CWA effluent limitations are specified for all six of the phthalate esters on the list of known non-hazardous industrial waste constituents. Phthalate esters are one class of chemical that bioaccumulate in the environment and may be endocrine disruptors.

Exhibit 9-2
CWA Effluent Limitations Relevant to Certain Known Non-Hazardous Industrial Waste Constituents

Phenols	CWA Effluent Limit	Volatile Chlorinated Organics (Potential DNAPL formers)	CWA Effluent Limit	PAHs	CWA Effluent Limit
2,4-Dimethylphenol	✓	1,1,1,2-Tetrachloroethane	--	2-Methylnaphthalene	--
2,4-Dinitrophenol	✓	1,1,1-Trichloroethane	✓	7,12-Dimethylbenz[a]anthracene	--
2-Nitrophenol	✓	1,1,2,2-Tetrachloroethane	✓	Acenaphthene	✓
4,6-Dinitro-o-cresol	✓	1,1,2-Trichloroethane	✓	Acenaphthylene	✓
4-Nitrophenol	✓	1,2,3-Trichloropropane	--	Anthracene	✓
p-Chloro-m-cresol	✓	1,2,4,5-Tetrachlorobenzene	--	Benz[a]anthracene	✓
Phenol	✓	1,2,4-Trichlorobenzene	✓	Benzo(a)phenanthrene	✓
Phenolics	--	1,2-Dibromo-3-chloropropane	--	Benzo(k)fluoranthene	✓
		1,2-Dichlorobenzene	✓	Benzo[a]pyrene	✓
		1,2-Dichloroethylene	--	Benzo[b]fluoranthene	✓
		1,2-Dichloroethylene, trans	✓	Benzo[ghi]perylene	✓
		1,2-Dichloropropane	✓	Dibenz[a,h]anthracene	✓
		1,3-Dichlorobenzene	✓	Fluoranthene	✓
		1,3-Dichloropropylene	✓	Fluorene	✓
		Allyl chloride	--	Indeno(1,2,3-cd)pyrene	✓
		Benzoic trichloride	--	Isophorone	✓
		Bis(2-chloroethyl) ether	✓	Methapyrilene	--
		Chlorobromomethane	--	Pyrene	✓
		Chlorodibromomethane	✓		
		Chloroethane	✓		
		Chloromethane	✓		
		cis-1,2-Dichloroethylene	--		
		Dichloro-2-propanol, 1,3-	--		
		Dichlorobromomethane	✓		
		Dichlorodifluoromethane	--		
		Dichloromethane	✓		
		Dichloropropane	--		
		Epichlorohydrin	--		
		Ethylidene Dichloride	✓		
		Hexachlorocyclopentadiene	✓		
		Pentachloroethane	--		
		Tetrachloroethane, N.O.S.	--		
		trans-1,3-Dichloropropene	✓		
		Trichlorofluoromethane	--		
		Trichloromethanethiol	--		

As shown in Exhibit 9-3, considerable overlap exists between the industries with established effluent limits under the CWA and those industries responsible for the releases described in Chapter 2 (see Exhibit 2-3). For example, EPA has established CWA effluent limitations for the paper, chemical manufacturing, and primary metals industries, but not for electric, gas, and sanitary services; the food industry; and the non-metallic minerals industry. Further analysis is necessary to determine whether the chemicals covered by the effluent guidelines for these industries appear in their documented releases.

Exhibit 9-3
CWA Coverage of Industries Represented in Release Descriptions

Industry Group	SIC Code	Total Number of Releases	CWA Effluent Limitations
Electric, Gas, and Sanitary Services (refuse only)	49	35	no
Paper and Allied Products	26	27	yes
Chemicals and Allied Products	28	11	yes; separates organic and inorganic manufacturing
Food and Kindred Products	20	10	no
Primary Metals	33	6	yes; separates nonferrous and iron/steel manufacturing
Non-Metallic Minerals	14	4	no

9.2.2 Safe Drinking Water Act

Under the Safe Drinking Water Act, EPA has identified contaminants in drinking water that may adversely affect human health. For each contaminant, EPA has established a maximum contaminant level (MCL) that must not be exceeded in drinking water. MCLs are based on maximum contaminant level goals (MCLGs), which are the non-enforceable health-based levels at which no known or anticipated adverse effects on the health of people occur and which allow an adequate margin of safety. MCLGs are adjusted to MCLs based on considerations of feasibility, including technical implementation and economic considerations. As discussed in Section 5.1, EPA also has established non-health based or non-ecological based drinking water standards, based principally on aesthetic or usability criteria, which are called Secondary MCLs (SMCLs).

The MCL standards apply to public water systems that regularly supply water to 15 or more connections or to 25 or more individuals at least 60 days per year in the case of residential populations or at least 6 months per year in the case of non-residential populations. The SDWA also regulates, through EPA or approved state programs, the underground injection of wastes to protect aquifers that are or may reasonably be expected to be sources of drinking water. These aquifers must be protected from contamination that violates an MCL or otherwise adversely affect human health.

The SDWA has become important beyond the regulation of public water systems and underground injection of waste because the MCLs have been used in other regulatory contexts. For example, RCRA Subtitle D regulations for municipal solid waste landfills specify that MCLs must not be exceeded in the uppermost aquifer underlying a landfill.

Because the regulatory levels established under the SDWA apply only to public water systems, its ability to address potential gaps resulting from non-hazardous industrial waste management is limited. The 1996 Safe Drinking Water Act (SDWA) Amendments, however, establish a new emphasis on preventing contamination problems through source water protection. Within 18 months after EPA publishes guidance, states must submit a program for delineating source water areas of public water systems and for assessing the susceptibility of such source waters to contamination. Because SDWA MCLs have been established for a number for TC and non-TC constituents that are related to potential gaps, the SDWA could be used under such source water protection programs to

regulate contaminants prior to their entry into public water systems, such as at non-hazardous industrial waste management units. The constituents and possible gaps that the SDWA could address under source water protection programs are discussed below. At this point in time, however, no such source protection programs have been developed.

In Chapter 3, groundwater risks associated with TC analytes were identified as a potential gap in the hazardous characteristics. As Exhibit 9-4 shows, MCLs are established for 27 of the TC constituents, including all TC metals with the exception of silver. The seven TC metals with established MCLs are among the top 20 frequently occurring constituents in the release descriptions. MCLs are also established for other constituents frequently occurring in the release descriptions including chlorobenzene, chloroform, tetrachloroethylene, trichloroethylene, and vinyl chloride. The MCLs for chlorobenzene, lead, and mercury may address the ecological risks posed by these constituents, even though EPA did not specifically evaluate ecological risks when setting the MCLs.

Exhibit 9-4
TC Constituents with SDWA MCL Levels

TC Analyte	SDWA MCL	TC Analyte	SDWA MCL	TC Analyte	SDWA MCL
1,1-Dichloroethylene	--	Chloroform	✓	Methyl ethyl ketone	--
1,2-Dichloroethane	✓	Chromium	✓	Nitrobenzene	--
1,4-Dichlorobenzene	✓	Cresol (mixed isomers)	--	o-Cresol	--
2,4,5-Trichlorophenol	--	Endrin	✓	p-Cresol	--
2,4,6-Trichlorophenol	--	Heptachlor	✓	Pentachlorophenol	✓
2,4-D, salts and esters	✓	Heptachlor epoxide	✓	Pyridine	--
2,4-Dinitrotoluene	--	Hexachlorobenzene	✓	Selenium	✓
Arsenic	✓	Hexachloro-1,3-butadiene	--	Silver	--
Barium	✓	Hexachloroethane	--	Silvex (2,4,5-TP)	✓
Benzene	✓	Lead	✓	Tetrachloroethylene	✓
Cadmium	✓	Lindane	✓	Toxaphene	✓
Carbon Tetrachloride	✓	m-Cresol	--	Trichloroethylene	✓
Chlordane	✓	Mercury	✓	Vinyl chloride	✓
Chlorobenzene	✓	Methoxychlor	✓		

Chapter 4 identified two groups of known non-hazardous industrial waste constituents that may present hazards through the groundwater pathway: toxic metals and volatile chlorinated organic compounds. Exhibit 9-5 lists chemicals representative of these gaps and indicates whether they have MCLs and were detected above MCL levels in the release descriptions presented in Chapter 2. In the release descriptions, most of these constituents were detected in groundwater at levels above their MCLs.

Exhibit 9-5
MCLs for Known Non-Hazardous Industrial Waste Constituents of Concern
in Groundwater Pathways

Metals	MCL	Detected above MCL	Volatile Chlorinated Organics	MCL	Detected above MCL
Aluminum (fume or dust)	--	--	1,1,1,2-Tetrachloroethane	--	--
Antimony	✓	✓	1,1,1-Trichloroethane	✓	--
Beryllium	✓	✓	1,1,2,2-Tetrachloroethane	--	--
Chromium(VI)	--	--	1,1,2-Trichloroethane	✓	✓
Cobalt	--	--	1,2,3-Trichloropropane	--	--
Copper	--	--	1,2,4,5-Tetrachlorobenzene	--	--
Iron	--	--	1,2,4-Trichlorobenzene	✓	--
Magnesium	--	--	1,2-Dibromo-3-chloropropane	✓	--
Manganese	--	--	1,2-Dichlorobenzene	✓	--
Molybdenum	--	--	1,2-Dichloroethylene	--	--
Nickel	✓	✓	1,2-Dichloroethylene, trans	✓	✓
Strontium	--	--	1,2-Dichloropropane	✓	--
Thallium	✓	✓	1,3-Dichlorobenzene	--	--
Tin	--	--	1,3-Dichloropropylene	--	--
Titanium	--	--	Allyl chloride	--	--
Vanadium	--	--	Benzoic trichloride	--	--
Zinc	--	--	Bis(2-chloroethyl) ether	--	--
			Chlorobromomethane	--	--
			Chlorodibromomethane	✓	--
			Chloroethane	--	--
			Chloromethane	--	--
			cis-1,2-Dichloroethylene	✓	✓
			Dichloro-2-propanol 1,3-	--	--
			Dichlorobromomethane	✓	--
			Dichlorodifluoromethane	--	--
			Dichloromethane	✓	✓
			Dichloropropane	--	--
			Epichlorohydrin	✓	--
			Ethylidene Dichloride	--	--
			Hexachlorocyclopentadiene	✓	--
			Pentachloroethane	--	--
			Tetrachloroethane, N.O.S.	--	--
			trans-1,3-Dichloropropene	--	--
			Trichlorofluoromethane	--	--
			Trichloromethanethiol	--	--

9.2.3 Clean Air Act Amendments

Section 112 of the Clean Air Act Amendments (CAAA) regulates emissions of 189 toxic constituents, or hazardous air pollutants (HAPs). EPA has defined source categories that emit these HAPs and specified the maximum available control technology (MACT) that must be used by these sources to reduce HAP releases. EPA has promulgated air toxics regulations for three source categories that handle solid waste: RCRA Subtitle C facilities, off-site waste operations, and municipal waste combustors. Of these three categories, only off-site waste operations handle non-hazardous industrial waste.

Off-site waste operations are defined to include hazardous waste treatment, storage, and disposal facilities, industrial wastewater treatment facilities, industrial waste landfills that receive waste from off-site, and other facilities that provide waste management support services or recover and/or recycle spent materials. Municipal waste landfills, POTWs, incinerator units, and site remediation activities are not regulated by this rule. Off-site operations must control emissions from tanks and containers that manage material with an average volatile organic compound (VOC) concentration equal to or greater than 100 parts per million by weight. Land disposal of such wastes is prohibited. In addition, a leak detection and repair program must be implemented for all equipment containing material with total VOC concentration of 10 percent or more. Thus, the CAA regulations for these sources could address potential gaps in the hazardous waste characteristics in two ways:

- Exposures to waste constituents through inhalation are addressed for non-hazardous industrial wastes with average VOC content greater than 100 ppm, if managed in certain facilities; and
- Exposure to VOCs at off-site operations through direct contact with solid waste or from groundwater leachate may be reduced or controlled by the prohibition of land disposal of wastes that contain material with an average VOC concentration equal to or greater than 100 parts per million by weight.

The CAA has the potential to address inhalation exposures from the TC constituents. As Exhibit 9-6 demonstrates, all but seven TC constituents (counting heptachlor epoxide) are designated as HAPs under the CAA.

Inhalation pathway exposure to non-TC volatile chlorinated organic compounds and to persistent organic pesticides were identified in Chapter 4 as a potential gap in the hazardous waste characteristics. As Exhibit 9-7 demonstrates, the CAA regulates emissions of 16 of the 35 known non-hazardous volatile chlorinated organics. EPA also has designated as HAPs two of the six persistent pesticides identified in the second column of Exhibit 4-11.

Like the CWA, the CAA specifies emission limits for selected industries. Thus, for a potential gap to be addressed by the CAA, the gap constituents must be generated by one of the industrial categories regulated by the CAA. Exhibit 9-8 demonstrates that little overlap exists between the industries subject to CAA air toxics emission limits and those industries represented in the release descriptions. Among the industries represented in the release descriptions, the CAA specifies emission limits for segments of the chemicals production industry and off-site waste management operations.

Exhibit 9-6
TC Constituents Designated as HAPs under CAA

TC Analyte	CAA HAP	TC Analyte	CAA HAP	TC Analyte	CAA HAP
1,1-Dichloroethylene	--	Chloroform	✓	Methyl ethyl ketone	✓
1,2-Dichloroethane	✓	Chromium	✓	Nitrobenzene	✓
1,4-Dichlorobenzene	✓	Cresol (mixed isomers)	✓	o-Cresol	✓
2,4,5-Trichlorophenol	✓	Endrin	--	p-Cresol	✓
2,4,6-Trichlorophenol	✓	Heptachlor	✓	Pentachlorophenol	✓
2,4-D, salts and esters	✓	Heptachlor epoxide	--	Pyridine	--
2,4-Dinitrotoluene	✓	Hexachlorobenzene	✓	Selenium	✓
Arsenic	✓	Hexachloro-1,3-butadiene	✓	Silver	--
Barium	--	Hexachloroethane	✓	Silvex (2,4,5-TP)	--
Benzene	✓	Lead	✓	Tetrachloroethylene	✓
Cadmium	✓	Lindane	✓	Toxaphene	✓
Carbon tetrachloride	✓	m-Cresol	✓	Trichloroethylene	✓
Chlordane	✓	Mercury	✓	Vinyl chloride	✓
Chlorobenzene	✓	Methoxychlor	✓		

Exhibit 9-7
CAA Hazardous Air Pollutants (HAPs) Specified for Potential Gap Constituents

Volatile Chlorinated Organics	CAA HAP	Persistent Organic Pesticides	CAA HAP
1,1,1,2-Tetrachloroethane	--	Aldrin	--
1,1,1-Trichloroethane	✓	DDD	--
1,1,2,2-Tetrachloroethane	✓	DDE	✓
1,1,2-Trichloroethane	✓	DDT	--
1,2,3-Trichloropropane	--	Dieldrin	--
1,2,4,5-Tetrachlorobenzene	--	Hexachlorobenzene	✓
1,2,4-Trichlorobenzene	✓		
1,2-Dibromo-3-chloropropane	✓		
1,2-Dichlorobenzene	--		
1,2-Dichloroethylene	--		
1,2-Dichloroethylene, trans	--		
1,2-Dichloropropane	✓		
1,3-Dichlorobenzene	--		
1,3-Dichloropropylene	✓		
Allyl chloride	✓		
Benzoic trichloride	✓		
Bis(2-chloroethyl) ether	✓		
Chlorobromomethane	--		
Chlorodibromomethane	--		
Chloroethane	✓		
Chloromethane	✓		
cis-1,2-Dichloroethylene	--		
Dichloro-2-propanol, 1,3-	--		
Dichlorobromomethane	--		
Dichlorodifluoromethane	--		
Dichloromethane	✓		
Dichloropropane	--		
Epichlorohydrin	✓		
Ethylidene Dichloride	✓		
Hexachlorocyclopentadiene	✓		
Pentachloroethane	--		
Tetrachloroethane, N.O.S.	--		
trans-1,3-Dichloropropene	--		
Trichlorofluoromethane	--		
Trichloromethanethiol	--		

Emissions standards have not yet been established for the paper, food, primary metals, or non-metallic minerals industries. As presented in Exhibit 9-8, however, the most important industry in terms of the potential gaps that the CAA may address is the organic chemicals manufacturing industry. Emissions standards have been established for segments of this industry.

Exhibit 9-8
CAA Coverage of Industries Represented in Release Descriptions

Industry Group	SIC Code	Number of Documented Releases	CAA Air Emission Limits
Electric, Gas, and Sanitary Services (refuse only)	49	35	Off-site waste operations, hazardous waste TSDFs
Paper and Allied Products	26	27	no
Chemicals and Allied Products	28	11	Emissions from synthetic organic chemical industry, elastomer production, epichlorohydrin production
Food and Kindred Products	20	10	no
Primary Metals	33	6	no
Non-Metallic Minerals	14	4	no

9.3 Federal Insecticide, Fungicide, and Rodenticide Act

FIFRA controls chemical pesticides through a process whereby the manufacturer registers the composition of the pesticide and certifies to EPA that the pesticide will perform its intended function without unreasonable adverse impacts in the environment under commonly recognized practices for use. EPA can place a registered substance under special review if the substance is suspected of causing unreasonable adverse effects on the environment. Under this process, EPA can prohibit the distribution, sale, and/or use of a pesticide through a cancellation or suspension of its registration.

Four TC constituents found in the release descriptions are FIFRA active ingredients: 2,4-D, heptachlor, methoxychlor, and pentachlorophenol. Because FIFRA only places conditions on use, and does not set concentration-based regulatory levels or regulate pesticide waste disposal, the regulation of these constituents by FIFRA does not automatically imply that releases will not exceed a certain level. FIFRA could only prevent releases of these constituents if EPA were to cancel or suspend the respective registrations.

Exhibit 9-9 lists the pesticides, intermediates, and degradation products that are TC analytes or known non-hazardous industrial waste constituents and the current status of the pesticide. Of the 41 pesticides and associated products that are known non-hazardous industrial waste constituents, 25 are currently in use and 16 are cancelled or are not currently used. Several of these pesticides passed the multiple toxicity, persistence, volatility, and bioaccumulation screening criteria presented in Exhibit 4-13, including aldrin, DDT, DDD, DDE, dieldrin, heptachlor epoxide, and hexachlorobenzene. With the exception of heptachlor epoxide, these pesticides have been canceled by EPA. The presence of many of these canceled pesticides as known non-hazardous industrial waste may largely be the result of old data. For example, the release descriptions, which were used to identify known constituents, cover waste management units that may have received wastes more than a decade ago.

Exhibit 9-9
Status of Pesticides That are TC Analytes
or Known Non-Hazardous Industrial Waste Constituents

Pesticides/Intermediate/Degradation Product	Status
Aldicarb	Active; restricted use
Atrazine	Active; restricted use
Carbofuran	Active; restricted use
2,4-D, salts and esters	Active
Diazinon	Active
Dimethoate	Active
Disulfoton	Active; restricted use
Endosulfan (pesticide is a mixture of alpha and beta isomers)	Active
Endosulfan, alpha-	Active
Endosulfan, beta-	Active
Endosulfan sulfate	Metabolic product of endosulfan
Endothall	Active
Heptachlor	Active; restricted use
Heptachlor epoxide	Degradation product of heptachlor
Lindane (gamma-HCH)	Active; restricted use
Molinate	Active
Mesitylene	Active use (registration not required)
Methyl iodide	Active use (registration not required)
Methoxychlor	Active
Methyl parathion	Active; restricted use
O,O-Diethyl O-pyrazinyl phosphorothioate (Thionazin)	Active
Parathion	Active; restricted use
Pentachlorophenol	Active; restricted use
Phorate	Active; restricted use
Sulfotepp	Active
2,3,4,6-Tetrachlorophenol	Canceled
2,4,5-Trichlorophenol	Canceled
2,4,6-Trichlorophenol	Canceled
Aldrin	Canceled
alpha-HCH	Canceled
beta-HCH	Canceled; no longer produced in U.S.
DDE	Degradation product of canceled ingredient
DDT/DDD	Canceled
Dieldrin	Canceled
Endrin	Canceled
Endrin aldehyde	Byproduct/degradation product of endrin
Endrin ketone	Byproduct/degradation product of endrin
Famphur	Most uses canceled; no currently active products
Hexachlorobenzene	Canceled
Silvex (2,4,5-TP)	Canceled
Toxaphene	Most uses canceled; no currently active products

Sources: *Farm Chemicals Handbook '94*, Meister Publishing Company; U.S. EPA/OPP Database of Pesticide Products, October 8, 1996, <http://www.cdpr.ca.gov/docs/epa/epamenu.htm>; *Status of Pesticides in Reregistration and Special Review (Rainbow Report)*, Office of Pesticides and Prevention, U.S. EPA, June 1994; *Merck Index*, 12th edition, 1996.

9.4 Toxic Substance Control Act

TSCA was enacted to fill gaps in the Federal Government's authority to regulate problem chemicals. Most EPA regulations, such as the Clean Air Act and the Clean Water Act, regulate chemicals only after they are produced and used. However, there are many opportunities for a chemical to cause harm to human health or the environment prior to it becoming a waste, such as during production or use. Under Section 6 of TSCA, EPA has the authority to regulate the production, use, distribution, and disposal of chemicals that are identified as potentially hazardous. EPA has exercised the authority under Section 6 to regulate the production, distribution, and disposal of PCBs from electrical equipment and as byproducts of chemical manufacturing processes. The presence of PCBs in the release descriptions probably results from the past disposal of old products containing PCBs. Because TSCA bans the production of PCBs, however, their presence in waste should diminish over time. Actions under TSCA do not significantly address any other potential gaps.

9.5 Pollution Prevention

EPA has developed a number of pollution prevention initiatives that could address potential gaps in the characteristics by limiting the production of harmful chemicals. These initiatives include:

- **Source Reduction Review Project (SRRP).** EPA has an on-going effort to introduce source reduction concepts into individual rules. As part of the SRRP, EPA conducted an in-depth analysis of source reduction measures and cross-media issues in the development of 24 rule makings for air toxics (Maximum Achievable Control Technology or MACT standards), water pollution (effluent guidelines) and hazardous wastes (listing determinations) that were pending in 1993 and 1994. The project's goal is to foster the use of source reduction measures as the preferred approach for achieving environmental protection, followed in descending order by recycling, treatment, and as a last resort, disposal. For the long term, EPA hopes that SRRP will provide a model for the regulatory development efforts in all of its programs.
- **Environmental Technical Initiative (ETI).** EPA has promoted pollution prevention efforts for selected industries through technology development. For example, the Agency has supported research on recycling plastics, replacing current solvents with less harmful alternatives, and developing cleaner processes in plating and metal finishing.
- **Waste Exchanges.** Waste exchanges provide a mechanism for recycling and reusing industrial waste. In general, waste exchanges try to match generators of waste with companies interested in recycling or reusing these materials. The goals of waste exchanges are to reduce disposal costs, reduce disposal quantities, reduce demand for natural resources, and potentially increase the value of wastes. EPA has supported the non-federal waste exchanges through (1) funding a national computerized listing system, the National Materials Exchange Network (NMEN), and (2) issuing grants to develop support for individual waste exchanges or specific waste exchange activities.
- **Toxics Release Inventory (TRI).** The TRI can have an instrumental role in pollution prevention by providing communities with the information that can

be used to persuade industries to reduce emissions, and by establishing a benchmark to measure progress. For example, EPA established the 33/50 Program whereby companies voluntarily pledged to reduce releases of 17 priority pollutants reported in TRI in 1988 by 33 percent in 1992 and by 50 percent in 1995.

Further research is needed to determine the impact of these initiatives on potential gaps in the characteristics.

9.6 Occupational Safety and Health Act

Workplace safety is largely regulated by the Occupational Safety and Health Act (OSHA). The program that most directly relates to chemical hazards encountered in the workplace is the permissible exposure limits (PELs)² established for selected workplace chemicals.

Subpart Z of 29 CFR 1910.1000 specifies PELs for toxic and hazardous substances in the workplace. These PELs are based on threshold limits values (TLVs) established by the American Conference of Governmental Industrial Hygienists (ACGIH) and on the Recommended Exposure Limits (RELs) developed by the National Institute for Occupational Safety and Health (NIOSH). OSHA has adjusted some of these values when developing PELs. The PELs are intended to reduce diseases such as liver and kidney pains, neuropathy and cardiovascular effects, respiratory effects, deterioration of lung function, narcosis, biochemical and metabolic changes, and other health impairments caused by workplace exposure to chemicals.

As discussed above, OSHA regulates workplace inhalation exposure to designated constituents by establishing PELs. As shown in Exhibit 9-10, 33, or over 75 percent, of the TC constituents have PELs established under OSHA.

The majority of potential gaps associated with non-TC analytes identified in Chapter 4 are related to exposures to contaminated media, rather than workplace exposures. OSHA PELs, however, could address workplace exposures to a few of the major chemicals classes that comprise several of the potential gaps, including volatile chlorinated organics, other volatile and semivolatile organics, and pesticides. Exhibit 9-11 demonstrates that 21 of the 35 known non-hazardous volatile chlorinated organics in Exhibit 4-2 have OSHA PELs. Similarly, 33 of the 41 and 20 of the 45 other volatile and semivolatile organics, respectively, have OSHA PELs.

9.7 Hazardous Materials Transportation Act

HMTA gives the Department of Transportation (DOT) the authority to regulate the transportation of hazardous materials in interstate commerce. The HMTA regulates materials not covered by the hazardous waste characteristic, and therefore addresses hazards from these potential gaps, but only in the context of risks in transportation and to transportation workers. These materials include the following:

² A PEL is the average maximum concentration of a chemical in air that is allowable for a worker to be exposed to in the course of an 8-hour working day.

Exhibit 9-10
TC Constituents with Established OSHA PELs

TC Analyte	OSHA PEL	TC Analyte	OSHA PEL	TC Analyte	OSHA PEL
1,1-Dichloroethylene	--	Chloroform	✓	Methyl ethyl ketone	✓
1,2-Dichloroethane	✓	Chromium	✓	Nitrobenzene	✓
1,4-Dichlorobenzene	✓	Cresol (mixed isomers)	✓	o-Cresol	--
2,4,5-Trichlorophenol	--	Endrin	✓	p-Cresol	✓
2,4,6-Trichlorophenol	--	Heptachlor	✓	Pentachlorophenol	✓
2,4-D, salts and esters	✓	Heptachlor Epoxide	--	Pyridine	✓
2,4-Dinitrotoluene	✓	Hexachlorobenzene	--	Selenium	✓
Arsenic	✓	Hexachloro-1,3-butadiene	✓	Silver	✓
Barium	✓	Hexachloroethane	✓	Silvex (2,4,5-TP)	--
Benzene	✓	Lead	✓	Tetrachloroethylene	✓
Cadmium	✓	Lindane	✓	Toxaphene	✓
Carbon Tetrachloride	✓	m-Cresol	--	Trichloroethylene	✓
Chlordane	✓	Mercury	✓	Vinyl Chloride	✓
Chlorobenzene	✓	Methoxychlor	✓		

Exhibit 9-11
OSHA PELs Specified for Known Non-Hazardous Industrial Waste Constituents

Volatile Chlorinated Organics	PEL	Other Volatile Organics	PEL	Other Semivolatile Organics	PEL
1,1,1,2-Tetrachloroethane	--	1,2-Dibromoethane	✓	1,2-Diphenylhydrazine	--
1,1,1-Trichloroethane	✓	1,4-Dioxane	✓	2,3,7,8-TCDD	--
1,1,2,2-Tetrachloroethane	✓	2-Ethoxyethanol	✓	2,4-Diaminotoluene	--
1,1,2-Trichloroethane	✓	2-Hexanone	✓	2,4-Dichlorophenol	--
1,2,3-Trichloropropane	✓	2-Methylacetonitrile	--	2,6-Dinitrotoluene	--
1,2,4,5-Tetrachlorobenzene	--	2-Methylpyridine	--	3,3'-Dimethoxybenzidine	--
1,2,4-Trichlorobenzene	✓	2-Nitropropane	✓	4-Aminobiphenyl	✓
1,2-Dibromo-3-chloropropane	✓	Acetaldehyde	✓	4-Aminopyridine	--
1,2-Dichlorobenzene	✓	Acetone	✓	5-Nitro-o-toluidine	--
1,2-Dichloroethylene	✓	Acetonitrile	✓	Acetophenone	--
1,2-Dichloroethylene, trans	--	Acrolein	✓	Acrylamide	✓
1,2-Dichloropropane	✓	Acrylonitrile	✓	Acrylic acid	✓
1,3-Dichlorobenzene	--	Allyl alcohol	✓	Adipic acid	--
1,3-Dichloropropylene	✓	Benzenethiol	✓	Aniline	✓
Allyl chloride	✓	Benzyl alcohol	--	Benzal chloride	--
Benzoic trichloride	--	Bromoform	✓	Benzoic acid	--
Bis(2-chloroethyl) ether	✓	Bromomethane	✓	Benzyl chloride	✓
Chlorobromomethane	✓	Carbon disulfide	✓	Biphenyl	✓
Chlorodibromomethane	--	Crotonaldehyde	--	Coal tars	✓
Chloroethane	✓	Cyclohexanone	✓	Creosote	--
Chloromethane	✓	Dimethyl sulfate	✓	Dibenzofuran	--
cis-1,2-Dichloroethylene	--	Dimethylamine	✓	Diphenyl ether	✓
Dichloro-2-propanol, 1,3-	--	Ethane, 1,1'-oxybis-	✓	Diphenylamine	✓
Dichlorobromomethane	--	Ethyl acetate	✓	Ethyl dipropylthiocarbamate	--
Dichlorodifluoromethane	✓	Ethylene glycol	✓	Formic acid	✓
Dichloromethane	✓	Ethylene oxide	✓	m-Dinitrobenzene	✓
Dichloropropane	--	Formaldehyde	✓	Maleic anhydride	✓
Epichlorohydrin	✓	Furan	--	Maleic hydrazide	--
Ethylidene Dichloride	✓	Furfural	✓	N-Nitrosodimethylamine	✓
Hexachlorocyclopentadiene	✓	Hydrazine	✓	N-Nitrosodiphenylamine	--
Pentachloroethane	--	Isobutyl alcohol	✓	Naphthalene	✓
Tetrachloroethane, N.O.S.	--	Malononitrile	--	Nitrosamine, N.O.S.	--
trans-1,3-Dichloropropene	--	Methanol	✓	O-Chlorotoluene	✓
Trichlorofluoromethane	✓	Methyl isobutyl ketone	✓	Ortho(2-)Nitroaniline	--
Trichloromethanethiol	--	Methyl isocyanate	✓	p-Chloroaniline	--
		Methyl mercaptan	✓	p-Chlorotoluene	--
		Methyl methacrylate	✓	p-Nitroaniline	✓
		Methylene bromide	--	Pentachlorobenzene	--
		n-Butyl alcohol	✓	Phenanthrene	--
		Urethane	--	Phthalic acid	--
		Vinyl acetate	✓	Phthalic anhydride	✓
				Polychlorinated biphenyls	✓
				Resorcinol	✓
				Thioacetamide	--
				Thiram	✓

- Combustible liquids defined under HMTA as liquids with a flash point above 141 F and below 200 F. Examples include benzonitrile, camphor oil, chlordane, coal tar distillate, di-isobutyl ketone, ethylene glycol ethers, and fuel oil distillate;
- Corrosive solids and liquids;
- aqueous flammable liquids (alcohol solutions < 24 percent);
- Non-flammable compressed gases and cryogenic liquids; and
- Certain materials specifically forbidden under HMTA, including materials likely to polymerize at a temperature of 130 F or less, or decompose at 122 F or less, with an evolution of a dangerous amount of heat or gas.

9.8 Summary

Most of the potential gaps identified in Chapters 3 and 4 are media-specific. As a result, media-specific regulations provide some control over chemical and chemical classes that comprise the potential gaps. In addition, non-media-specific regulations such as FIFRA and TSCA could address potential gaps associated with particular chemical classes, such as pesticides and PCBs. Exhibit 9-12 presents a summary of the non-RCRA statutes and regulatory programs that could address to varying degrees the potential gaps.

Exhibit 9-12
Potential Gaps and Potential Non-RCRA Regulatory Control

Statute or Regulatory Program	Potential Gap Possibly Addressed
Clean Water Act	<ul style="list-style-type: none"> • Direct surface water exposure to TC analytes • Indirect pathway exposures to TC analytes involving surface waters • Risks to ecological receptors involving discharges to surface waters • Indirect pathway exposures to phenolic compounds involving surface waters • DNAPL formulation by chlorinated organics • Indirect pathway exposures to PAHs involving surface waters
Safe Drinking Water Act	<ul style="list-style-type: none"> • Implementation of 1996 Amendments to CWA has potential to address potential gaps through groundwater exposures to TC constituents, non-TC metals, and non-TC volatile chlorinated organics
Clean Air Act	<ul style="list-style-type: none"> • Inhalation pathway exposures to volatile chlorinated organics • Inhalation pathway exposures to persistent organic pesticides
FIFRA	<ul style="list-style-type: none"> • Endocrine disruption from chlorinated pesticides, phthalate esters
TSCA	<ul style="list-style-type: none"> • Risks to humans, ecological receptors from PCBs
OSHA	<ul style="list-style-type: none"> • Inhalation exposures to TC analytes in workplace
HMTA	<ul style="list-style-type: none"> • Risks posed by gaps in the ICR characteristics

For a potential gap to be addressed by the CWA or CAA, the gap constituents must both have regulatory levels established by the programs and be generated by one of the regulated industrial categories. The CWA and CAA establish limits for about the same number of volatile chlorinated organics. The industrial categories regulated by the CWA, however, overlap more extensively than those regulated by the CAA with the industries represented in the release descriptions. Therefore the CWA effluent limitations will be more effective in addressing potential gaps. Each of the regulations discussed in this chapter do not address all of the known and possible non-hazardous industrial waste chemicals, and therefore none of the potential gaps are completely addressed by non-RCRA regulations.

CHAPTER 10. SUMMARY EVALUATION OF NATURE AND EXTENT OF POTENTIAL GAPS

This chapter evaluates potential gaps in terms of their significance to human health and the environment. It synthesizes and summarizes information presented in previous chapters.

Section 10.1 discusses the objectives of the gaps analysis and the specific criteria used to evaluate potential gaps.

Section 10.2 presents the findings of the evaluation and discusses major data gaps and unresolved issues.

Section 10.3 describes a possible framework for determining an appropriate course of action based on the results of this Scoping Study.

10.1 Overview of the Evaluation of Potential Gaps

10.1.1 Objectives of the Gaps Analysis

Since this Study is a scoping exercise, the human health and environmental impacts of potential gaps have not been definitively analyzed, and potential gaps are not numerically ranked with regard to their impacts. Instead, the Study's objective is to summarize available information in a manner that will be useful in guiding further, more detailed assessment of the most important potential gaps and their possible solutions. The categories of gaps are evaluated qualitatively against criteria that address the potential for adverse human health and environmental impacts.

Many of these criteria have been used in previous chapters to identify and analyze potential gaps. The analysis presented below, however, differs from previous analyses in two ways. First, while the same data sources are used, more detailed analyses are presented for key constituents, pathways, and risks. Second, instead of focusing on individual chemicals, the chapter analyzes groups of chemicals and specific environmental problems. This approach helps to generalize the analysis to include chemicals for which limited data are available regarding appearance in wastes, toxicity, or environmental fate and transport characteristics.

10.1.2 Criteria Used for Evaluating Gaps

Section 10.2 presents a series of exhibits (Exhibits 10-1 through 10-4) comparing the various categories of potential gaps identified and reviewed in previous chapters. Potential gaps are compared using criteria that relate to various dimensions of risks to human health and the environment. These criteria, which correspond to columns in the exhibits, are described below. (Because of data gaps or the inapplicability of some criteria to certain potential gaps, some exhibits do not include all of these criteria.)

Nature of Risks. This criterion qualitatively characterizes the nature of the risks posed by potential gaps, including the types of possible injuries or adverse effects, important toxicological effects (e.g., carcinogenicity, reproductive effects, or mutagenicity), and fate and transport properties. These factors are important in evaluating risk potential.

Presence in Non-Hazardous Industrial Waste. This entry indicates the number of the TC analytes and known or possible non-hazardous industrial waste constituents identified in Chapter 4 that fall into the potential gap and summarizes other available data on presence in waste. The number of chemicals in a given class indicates, to some extent, the potential frequency of their appearance in non-hazardous industrial wastes or use in different industries.

Frequently Detected Constituents in Release Descriptions. This column indicates how frequently the class of chemicals was detected in the documented releases from non-hazardous industrial waste management facilities. These data provide a second indicator of the frequency of the class of chemicals in wastes released to the environment. In some tables, this column also addresses the extent to which the releases had constituent concentrations detected in excess of health- or ecologically-based regulatory standards or other health-based levels. These data address the severity and type of the risk presented by the releases.

TRI Chemicals with Releases > One Million Pounds. This column identifies any constituents falling into the identified potential gaps that have 1994 TRI releases to air, land, water, and underground injection combined greater than one million pounds. Eighty-three of the 250 individual or classes of TRI chemicals for which data were available had reported releases exceeding one million pounds. These data served as a proxy for widespread use and appearance in wastes.

Affected Industries. This column presents two types of data. First, it identifies the industries most often associated with documented releases of a particular class of chemicals in the release descriptions. These data indicate, at least for the population of facilities evaluated, which industries seem to have the highest frequency of releases to the environment of each class of compounds. As noted previously, however, this indicator is imperfect, in part because the available data focus on releases to groundwater and some families of constituents may present risks primarily through other pathways. The column also uses information presented in Chapter 8 to identify the industries with particular classes of chemicals frequently occurring in their non-hazardous industrial wastes.

Affected Management Methods. This column identifies the types of management units at which the various classes of chemicals are detected most frequently in the release descriptions or other data sources. This criterion has the same limitation as the release description information identified above, namely, it focuses on groundwater contamination and thereby may miss chemicals that pose risks through other pathways. However, since presence in groundwater indicates presence in wastes, this column also provides information about the types of management units or practices that have releases to groundwater and are likely to have releases to other media (e.g., volatilization), as discussed in the screening-level risk results from Section 3.5.

Potential Coverage by Other Regulations. This column summarizes information presented in Chapter 5 (for large-scale environmental problems) and Chapter 9 (for TC and non-TC chemicals). It briefly describes the potential extent of coverage of potential gaps by existing regulatory programs. In some cases, despite the appearance that a particular gap is covered by a regulatory program, information from the release descriptions or elsewhere may indicate that such coverage is not preventing releases to the environment.

Comments/Data Gaps. The final column of each table identifies the major analytical uncertainties and limitations in the characterization of potential hazardous waste characteristics gaps. As noted above, a major obstacle to identifying gaps accurately and reliably is the shortage of information regarding the generation, composition, and management of non-hazardous industrial wastes

and any human health or environmental damages resulting from the management of such wastes. Data may be available to fill some of the identified gaps, but, due to time constraints, these data were not used in preparing this Scoping Study.

10.2 Findings of the Evaluation

This section summarizes the evaluations of the five different types of potential gaps identified in the previous chapters, namely potential gaps associated with:

- The existing ignitability, corrosivity, and reactivity characteristics;
- The existing toxicity characteristic;
- Chemicals not included in the toxicity characteristic;
- Natural resource damages and large-scale environmental problems; and
- State expansion of the TC and listings.

The last part of this section reviews the major data gaps and uncertainties.

10.2.1 Potential Gaps Associated with the ICR Characteristics

Ignitability

Exhibit 10-1 summarizes the analysis of the potential gaps in the ICR characteristics. (This exhibit does not include a column on the constituents that were frequently detected in the release descriptions because of the difficulty of judging waste ICR properties based on the environmental monitoring data (e.g., groundwater sampling from the release descriptions). The first page of the exhibit addresses the limitations in the ignitability characteristic. The first potential gap in this characteristic relates to the lack of coverage of combustible liquids, that is, liquids with flash points above 140°F and below 200°F. The Agency has not found any data on how often non-hazardous industrial wastes exhibit this property. While many non-hazardous industrial waste constituents are flammable, the flash point and fire hazard from a given waste depends on its composition and management practices. Thus, the high frequency of appearance of flammable liquids among the waste constituents or groundwater contaminants does not necessarily reflect a high hazard potential. The release descriptions did not allow EPA to evaluate the frequency of fires and explosions at non-hazardous industrial waste management facilities, let alone to determine whether any fires had resulted from combustible liquids.

Dilute aqueous solutions of alcohol also are identified as a potential gap in the ignitability characteristic. These solutions might flash, even if they are not capable of sustaining combustion. Ethanol, however, is not a known or possible non-hazardous industrial waste constituent or a TC analyte, suggesting that this gap may not be significant. Nevertheless, the narrow definition of this characteristic excludes other organic liquids that can form potentially flammable mixtures with water. The possible limitations of this narrow definition are illustrated by the presence among waste constituents of water-miscible alcohols, such as methanol (with the highest release volume on the TRI list), n-butanol, and isobutanol, as well as other potentially flammable water-miscible solvents, such as acetone, methylethyl ketone, and acetonitrile.

EPA found no data on the extent of potential hazards from ignitable solids. Thus, the consequences of not having a test method for these materials are difficult to characterize. The release

Exhibit 10-1
Evaluation of Potential Gaps Associated With the Ignitability, Corrosivity, and Reactivity (ICR) Characteristics

Potential Gap	Nature of Risk	Presence In Non-Hazardous Industrial Waste	TRI Chemicals with 1994 Reported Releases > One Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
IGNITABILITY • Exclusion of DOT Combustible Liquids (flash point between 140°F and 200°F)	• Fires under plausible mismanagement scenarios	• Some proportion of wastestreams are likely to be combustible, but are not readily identifiable with existing data. • Combustible materials include certain alcohols, low molecular weight ethers, kerosene, jet fuels, petroleum byproducts, tints and paints, and others.	• N-butyl alcohol, MIBK, acetonitrile, ethylene glycol, acetaldehyde	• Wide range of industries produce combustible materials including chemicals, petroleum refining, asphalt materials and paving • Industries using paints, adhesives, inks, and fuels	• Hazards may be most relevant for waste handling activities such as generation, storage, and transportation. • Landfills more likely to be of potential concern than surface impoundments because surface impoundments dilute wastes and thereby reduce ignitability; flammable organic liquids are not likely to be managed in impoundments.	• Variety of local, state, and federal laws address ignitable hazards, including -- DOT transportation rules; -- Fire codes; -- Emergency prevention and preparedness under EPCRA, OSHA, and CAA §112(r); and -- State Industrial D rules limiting landfilling of liquids.	• Flash point of waste depends on various factors including concentrations of constituents. • Difficult to identify potentially affected wastestreams in the absence of flash point data for specific wastestreams • No data available on fires from combustible liquids
• Exclusion of Aqueous Flammable Liquids (alcohol solutions < 24 percent)	• These liquids could flash, even if combustion is not sustained.	• Many constituents could form flammable mixtures with water.	• Methanol, n-butanol, iso-butanol, ethylene glycol, acetonitrile, MIBK, acetaldehyde	• Chemicals, refuse services			• DOT has a similar exclusion. • No data available on fires from these liquids
• References Outdated DOT Regulations	• Confusion regarding definition and test methods due to incorrect DOT citation	• Not applicable	• Not applicable	• Not applicable			• No data available on fires due to improper testing or failures to test
• No Ignitability Test Method for Non-liquids	• More difficult to interpret, comply with, and enforce regulations.	• Could include soils and sorbents contaminated with ignitable materials	• Not addressed	• Not addressed			• Potential gap is difficult to characterize. • DOT and NFPA have defined test methods for flammable solids.

Exhibit 10-1 (continued)
Evaluation of Potential Gaps Associated With the Ignitability, Corrosivity, and Reactivity (ICR) Characteristics

Potential Gap	Nature of Risk	Presence in Non-Hazardous Industrial Waste	TRI Chemicals with 1994 Reported Releases > One Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
<u>CORROSIVITY</u> • Exclusion of Corrosive Non-liquids	• Skin, eye injuries and ecological risks, facilitated transport of pollutants	• Not addressed	• Not addressed	• Not addressed	• Not addressed	• Several states regulate corrosive solids as hazardous waste.	• Lack of data on specific substances, wastes, and/or damage cases that fall within potential gaps.
• pH Limits Potentially Not Protective, pH Test Methods Not Predictive of Risk	• pH test may not identify some corrosive materials	• Not addressed	• Not addressed		• Not addressed	• DOT and OSHA rules use a dermal corrosion test (not pH); they cover worker and transportation risks.	
• Corrosion of Non-Steel Materials Not Addressed	• Corrosion of plastic, clay, other liner materials and non-steel containers or tanks	• Many NAPL-formers; alcohols, ketones	• Toluene, xylene, carbon disulfide, styrene, ethylbenzene, trichlorofluoromethane, phenols (as group), various alcohols		• Waste management methods that involve materials such as plastic, clay, and other materials besides steel	• CAA limits disposal of solvents in certain units.	
• Solubilization of Non-Metals Not Addressed	• Organic solvents may solubilize organic constituents	• Many potential LNAPL or DNAPL forming constituents could solubilize other organics.	• Toluene, xylene, carbon disulfide, styrene, ethylbenzene, trichlorofluoromethane, phenols (as group)		• Waste management methods with potential for discharge to water bodies or other habitats	• CAA limits disposal of solvents in certain units.	
• Exclusion of Irritants and Sensitizers	• Allergic reaction in waste management and transportation workers • Unclear whether this hazard meets RCRA Subtitle C statutory level of concern	• Numerous chemicals including ammonia, beryllium, cobalt, copper, nickel, carbonyl, formaldehyde, isobutyl alcohol, n-Dioctyl phthalate, benzoic acid, and coal tars	• Ammonia, formaldehyde, copper, (of those listed in prior column)		• Waste handling situations where spills could occur	• OSHA hazard communication standard covers irritants and sensitizers, which affords protection to employees at wide range of facilities (e.g., generating facilities, waste management facilities)	

Exhibit 10-1 (continued)
Evaluation of Potential Gaps Associated With the Ignitability, Corrosivity, and Reactivity (ICR) Characteristics

Potential Gap	Nature of Risk	Presence in Non-Hazardous Industrial Waste	TRI Chemicals with 1994 Reported Releases > One Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
<u>REACTIVITY</u> • Broad, Non-Specific Definition	• Ambiguity may allow substances posing risks of gas generation or violent reaction to be managed improperly.	• Many constituents are DOT-reactive, none are identified as "highly reactive".	• Ammonia, hydrochloric acid, phosphoric acid, nitric acid, sulfuric acid, hydrogen fluoride, hydrogen cyanide, chlorine dioxide	• Not addressed	• Not addressed	• Explosions and other related hazards covered by programs including fire and building codes, DOT regulations (for transportation only), OSHA regulations, and accident prevention and preparedness regulations under EPCRA and CAA §112(r)	• Potential gap is difficult to characterize because reactive wastes are already regulated as hazardous
• References Out-dated DOT Regulations	• Confusion about relevant standards may reduce compliance and increase risks of violent reactions.						
• No Test Methods Specified	More difficult to interpret, comply with, and enforce regulations						

descriptions do not, as noted above, identify any fires related to flammable solids. Also, as noted in Chapter 3, various data searches failed to identify any incidents that could be unambiguously related to flammable solids in non-hazardous industrial waste management units. At least one potential variety of flammable solids, soils contaminated with petroleum byproducts, are explicitly excluded by statute from RCRA Subtitle C jurisdiction.

Finally, the test methods referenced in the ignitability characteristic are outdated and need to be revised. The U.S. Department of Transportation has promulgated new methods in different sections of the *Code of Federal Regulations*. EPA, however, is not aware of any fires or other adverse events arising from confusion over the proper test methods.

Corrosivity

The second panel in Exhibit 10-1 addresses potential gaps in the corrosivity characteristic. Several potentially corrosive substances, primarily strong acids, are identified among the known and possible non-hazardous industrial waste constituents. These compounds are not among the most frequently detected groundwater contaminants in the release descriptions, however.¹ No information is available concerning corrosive non-liquids in the release descriptions.

A potential gap associated with the pH range of the corrosivity characteristic also was identified. The release descriptions identify decreased or elevated pH levels in groundwater near management units for a number of the industries. While the reported pH levels are not associated with skin or eye injury or injury to biota, the appearance of elevated or depressed pH in groundwater after dilution indicates that high- and low-pH wastes are frequently encountered among the non-hazardous industrial wastes. The extent to which the pH of these wastes falls into the potential gap between the existing pH limits in the corrosivity characteristic and possible more stringent limits is not known, however.

The corrosivity characteristic also does not address corrosion of materials other than steel. Specifically, the Agency has identified potential corrosion of plastics and clay (common materials used in liners of non-hazardous industrial waste management units) as a potential gap. For example, the plastic liners may be corroded by nonaqueous phase liquids (NAPLs) if present in significant amounts; as is discussed in more detail in Section 4.2.3, a number of TC analytes and known and possible waste non-hazardous industrial constituents could form NAPLs. In addition, certain ketones and alcohols could dehydrate or otherwise adversely affect the physical integrity of clay liners.

Finally, the corrosivity characteristic excludes irritants and sensitizers. The Agency has found a number of allergic sensitizers to be constituents of non-hazardous industrial wastes, including ammonia, beryllium, cobalt, copper, nickel, nickel carbonyl, formaldehyde, isobutyl alcohol, n-diethyl phthalate, benzoic acid, and coal tars. Further analysis may identify other substances. While the release descriptions do not report any incidents of allergic sensitization, dermatitis is one of the most common occupational illnesses, and non-hazardous industrial waste could contribute to these potential risks to waste management and transportation workers. Occupational Safety and Health Act regulations prescribe measures to limit dermal exposures to hazardous substances in the workplace, however. Thus, this problem is at least partially addressed by non-RCRA regulations.

¹ "Fluorides/fluorine/hydrogen" (the slashes indicate that the exact chemical species is not identified) are among the frequently detected constituents, but these detections most probably refer to fluoride ion, rather than to the acid.

Reactivity

The final panel of Exhibit 10-1 summarizes the information related to the potential gaps in the reactivity characteristic. A major question for this potential gap is whether the over-broadness of the definition has increased the occurrence of human health or environmental damages or risks due to reactive materials. The release descriptions do not contain information related to violent chemical reactions. Also, while some DOT-classified reactive chemicals are among the non-hazardous industrial waste constituents, there is no evidence that would indicate whether these chemicals are present in forms or concentrations that are reactive. The need to specify test methods is likewise linked both to the severity of reactivity as a problem for non-hazardous industrial waste management operations, and to the extent to which such issues are not already addressed by the DOT regulations, OSHA regulations, or process safety management practices.

10.2.2 Potential Gaps Associated with TC Analytes

Exhibit 10-2 summarizes the analysis of five types of potential gaps associated with the toxicity characteristic:

- TC regulatory levels for the groundwater pathway;
- Risks through non-groundwater pathways, including inhalation, surface water, and indirect pathways;
- Acute human health risks;
- Risks to ecological receptors; and
- Limitations in the TCLP.

Each of these gaps is discussed below, following a brief review of data applicable to all four potential gaps.

One indication of the significance of these potential gaps is that 25 of the 40 TC analytes were detected in at least one of the descriptions of releases from non-hazardous industrial waste management units described in Chapter 2. Many are detected frequently above regulatory levels. Six TC metals and arsenic are among the most commonly detected analytes in the release descriptions.

All TC analytes are regulated under federal and state regulatory schemes in addition to the RCRA hazardous waste characteristics. The TC analytes are included in 40 CFR Part 261, Appendix VIII, and therefore many wastes have been listed based on the presence of TC chemicals. Media-specific regulatory programs also control individual analytes. MCLs or MCLGs have been promulgated to limit exposures to about half the TC analytes in community drinking water systems. Most volatile TC analytes are Hazardous Air Pollutants under the CAA, and most TC analytes have OSHA Permissible Exposure Limits (PELs), which limit occupational exposures. CWA Ambient Water Quality Criteria trigger regulatory control of most of the TC analytes through NPDES permits and state surface water quality standards, although, as noted in Chapter 3, the TC regulatory levels may not be adequately protective against surface water risks for some analytes.

Exhibit 10-2
Evaluation of Potential Gaps Associated with Toxicity Characteristic Analytes and TCLP

Potential Gap	Nature of Risk	Detection in Release Descriptions	TRI Chemicals with 1994 Reported Releases > Million lbs.	Affected Industries	Affected Management Methods	Coverage by Other Regulations	Comments/Major Data Gaps
Groundwater pathway risks from wastes below TC regulatory levels • Uniform DAF value potentially not protective for some TC constituents.	• Wastes with TC constituents below regulatory levels may pose chronic health cancer risk $>10^{-5}$, noncancer hazard quotient > 1 in nearby populations exposed through groundwater ingestion.	• 7 TC metals (lead, chromium, arsenic, cadmium, barium, mercury, selenium) are among top 20 frequently detected constituents. • Other TC constituents occurring > 5 times are benzene, trichloroethylene, vinyl chloride, silver, chlorobenzene, chloroform, and tetrachloroethylene.	• Methyl ethyl ketone, trichloroethylene, chromium compounds, lead compounds, chloroform, tetrachloroethylene, benzene, 1,2-dichloroethane, chromium, arsenic and compounds, chlorobenzene, vinyl chloride	• Industries with frequent detections of metals in release descriptions include chemicals, paper, refuse systems, industrial sand, primary metals, and others.	• Landfills, surface impoundments, land application units, waste piles, potentially others	• RCRA listings, state Industrial D, SDWA	• Variability and uncertainty in calculated DAF values, depending on modeling assumptions • Limited non-hazardous industrial wastestream data
Inhalation risks were not considered in derivation of TC levels. Volatile organics pose such risks.	For 16 TC organics with inhalation cancer risk data, risk $> 10^{-5}$ was found for: • 0 and 12 analytes in central tendency and high-end surface impoundments respectively; and • 0 and 4 in central tendency and high-end LAUs respectively. For 4 TC organics with inhalation non-cancer risk data, HQ > 1 was found for: • 3 or 4 of central tendency or high-end respectively of both surface impoundments and LAUs.	• Vinyl chloride, chloroform, chlorobenzene, 1,4-dichlorobenzene and carbon tetrachloride are among most frequently detected analytes.	• Methyl ethyl ketone, chloroform, 1,2-dichloroethane, vinyl chloride	• Chemicals, refuse systems, and others	• Surface impoundments, land application units, landfills, and possibly waste handling	• RCRA listings, state Industrial D, CWA NPDES, CAA, OSHA PELs	• Most organic analytes that exceed inhalation risk thresholds are not very persistent in either soil or water. • Release descriptions did not identify inhalation problems. • Limited wastestream data
Surface water risks to human health were not considered in the derivation of TC levels.	• Potential chronic health cancer risks $>10^{-5}$, noncancer risks HQ > 1 in nearby populations exposed to surface water by consumptive use or recreational use	• Toxic, bioaccumulative constituents of potential concern were not identified frequently in the release descriptions.	• Specific constituents of potential concern were not identified.	• Not addressed	• Surface impoundments, landfills, land application units, waste piles	• Intentional discharges limited by NPDES; state CWA Industrial D design requirements limit unintentional releases	• Risks may be significant only in narrow range of conditions. • Limited wastestream data • Release descriptions include few surface water releases.

Exhibit 10-2 (continued)
Evaluation of Potential Gaps Associated with Toxicity Characteristic Analytes and TCLP

Potential Gap	Nature of Risk	Detection in Release Descriptions	TRI Chemicals with 1994 Reported Releases > Million lbs.	Affected Industries	Affected Management Methods	Coverage by Other Regulations	Comments/Major Data Gaps
Indirect/food chain pathway risks to human health were not considered in derivation of TC levels. Persistent and bioaccumulative chemicals pose such risks.	<ul style="list-style-type: none"> • Potential human health risks from consumption of fish, crops, beef/dairy products • Persistent bioaccumulative TC analytes are chlorinated pesticides, chloroform, hexachloro-1,3-butadiene, mercury, arsenic, and lead. 	<ul style="list-style-type: none"> • Lead, mercury, arsenic, chloroform were frequently detected. • Persistent pesticides were not frequently detected. 	<ul style="list-style-type: none"> • Lead compounds, chloroform, arsenic compounds 	<ul style="list-style-type: none"> • Industries with frequent detection of metals include chemical, paper, and sanitary services. 	<ul style="list-style-type: none"> • Surface impoundments, land application units, and landfills 	<ul style="list-style-type: none"> • RCRA listings, state Industrial D, CWA NPDES, CAA, FIFRA 	<ul style="list-style-type: none"> • Limited data on wastestreams, releases to various media, and resulting damages
Acute adverse health effects were not considered in derivation of TC levels.	<ul style="list-style-type: none"> • Screening analysis showed that short-term concentrations of all volatile TC organics calculated at fence line were far below applicable short-term (occupational) exposure standards • Unusual release events (e.g., fires or explosions) could result in higher exposures 	<ul style="list-style-type: none"> • Specific constituents of potential concern were not identified. 	<ul style="list-style-type: none"> • Specific constituents of potential concern were not identified. 	<ul style="list-style-type: none"> • Not addressed 	<ul style="list-style-type: none"> Not addressed. 	<ul style="list-style-type: none"> • OSHA PELs, CAA 	<ul style="list-style-type: none"> • Acute hazards are addressed by ICR characteristics
Ecological risks were not considered in derivation of TC levels. TC constituents include potent ecotoxins, persistent and bioaccumulative pesticides.	<ul style="list-style-type: none"> • Potential damage to nearby aquatic ecosystems from releases to surface water and through aquatic and possibly terrestrial food chain exposures from runoff • TC analytes with a ratio of TC leachate concentration to AWQC > 10,000 include chlorinated pesticides, chlorobenzene, lead, mercury, pentachlorophenol, silver, toxaphene, and 2,4,5-trichlorophenol. • Ratio is > 100,000 for mercury, methoxychlor, silver, and toxaphene. 	<ul style="list-style-type: none"> • Lead, mercury, silver, and chlorobenzene each were detected at more than 5 of 112 releases. 	<ul style="list-style-type: none"> • Chlorobenzene 	<ul style="list-style-type: none"> • Chemicals, refuse systems, paper, primary metals, and others 	<ul style="list-style-type: none"> • Waste piles, land application units, surface impoundments, landfills 	<ul style="list-style-type: none"> • State Industrial D, CWA effluent limits, FIFRA 	<ul style="list-style-type: none"> • Uncertainty in estimating degradation and dilution • Limited data on wastestreams and releases to various pathways

Exhibit 10-2 (continued)
Evaluation of Potential Gaps Associated with Toxicity Characteristic Analytes and TCLP

Potential Gap	Nature of Risk	Detection in Release Descriptions	TRI Chemicals with 1994 Reported Releases > Million lbs.	Affected Industries	Affected Management Methods	Coverage by Other Regulations	Comments/Major Data Gaps
TCLP may not accurately predict leachate concentration or risks for certain wastes and units.	<ul style="list-style-type: none"> • Release concentrations may be higher or lower than predicted, implying higher or lower exposure concentrations and risks. • Main concerns are for oily wastes; highly alkaline wastes; wastes with multiple constituents; wastes disposed in certain types of landfills; some types of treated wastes; some types of contaminated soil; and non-groundwater pathways. 	<ul style="list-style-type: none"> • Lead, cadmium, chromium, arsenic, barium, benzene, selenium, lindane, and vinyl chloride were detected in groundwater at levels exceeding their TC levels, indicating that TCLP may have underestimated the long-term releases of some wastes. 	<ul style="list-style-type: none"> • Chromium compounds, lead compounds, arsenic compounds, and vinyl chloride (of those listed in prior column) 	<ul style="list-style-type: none"> • Not addressed 	<ul style="list-style-type: none"> • All types 	<ul style="list-style-type: none"> • RCRA listings, state Industrial D; states have developed alternative leaching procedures, e.g., Cal WET 	<ul style="list-style-type: none"> • Limited data on wastestreams and management unit environments • Waste heterogeneity, sampling procedures, sample preparation, leaching procedure contribute to uncertainty in test results.

TC Regulatory Levels for Groundwater

The first of the potential TC gaps concerns whether the existing leachate concentrations remain demonstrably protective of human health through the groundwater pathway, given advances in toxicological, fate, and transport data and modeling since the TC was promulgated. As noted in Section 3.5.2, the only changes in toxicological values that have occurred since the TC was promulgated are the reduction of the RfD for pentachlorophenol, promulgation of a cancer slope factor for this compound, the reduction in the RfD for p-cresol, the replacement of the MCL for lead with a lower action level, and replacement of the MCL for silver with an SMCL. Of these changes, only the classification of pentachlorophenol as a carcinogen significantly changes the risk implicit in the TC regulatory levels. EPA also has refined its approach for modeling the fate and transport of both organic and inorganic constituents in groundwater. Most recently, groundwater risks were modeled for the TC analytes in the HWIR-Waste proposed rulemaking. This modeling, which is still undergoing revisions, was performed using some assumptions that differ significantly from those made in the derivation of the TC regulatory levels. Nevertheless, the results, which are proposed health-protective exit levels for releases to groundwater, can be interpreted to imply that some TC regulatory levels may not protect human health to the extent originally intended. Without more detailed modeling that duplicates, where appropriate, the TC input assumptions, no firm conclusions can be drawn about which TC regulatory levels do or do not meet the original risk objectives, however.

Risks Through Non-Groundwater Pathways

Another major potential TC gap relates to exposures associated with inhalation, surface water, and indirect exposure pathways. These pathways were not considered when the TC was promulgated. The results of the proposed HWIR-Waste modeling also provide evidence that non-groundwater pathway risks may be important for several TC analytes. For nine of these substances, non-groundwater indirect exposures resulted in the highest risks and thereby determined the HWIR-Waste proposed exit concentrations. These pathways included both air and surface water. In most cases, the proposed exit concentrations for the indirect pathways are considerably lower than those based only on the groundwater pathway. These modeling results provide further evidence that the TC levels may not be sufficiently protective for some highly toxic, volatile, persistent, and/or bioaccumulative chemicals when pathways other than groundwater are considered.

The screening-level modeling in Section 3.5.3 identified various TC constituents that may present inhalation risks when present in wastes at TC regulatory levels. For example, estimated lifetime cancer risks exceeded 10^{-5} for 12 of the 16 TC analytes for which EPA has promulgated inhalation Unit Risk values, assuming management in "high-end" surface impoundments. Cancer risks exceeded 10^{-5} for 4 of these 16 analytes when management in a high-end land application unit (LAU) was assumed. None of the analytes posed cancer risks above this level when managed in "central tendency" units.

The Agency has promulgated inhalation pathway Reference Concentrations for only four TC analytes (chlorobenzene, methyl ketone, nitrobenzene, and 1,4-dichlorobenzene). When releases were modeled from high-end impoundments or LAUs, all four analytes had inhalation pathway hazard quotients above 1.0. When the central tendency impoundments are modeled, three of the four analytes (all but 1,4-dichlorobenzene) still have HQ values above 1.0.

All the analytes with screening-level risk estimates above levels of potential concern were found in the release descriptions; several of them occur frequently in the release descriptions. Four of

these constituents are among the chemicals with total TRI release volumes greater than one million pounds, as noted in Exhibit 10-2.

EPA did not perform quantitative risk modeling of surface water and indirect pathways. Instead, the Agency reviewed the toxicity and fate and transport parameter values for the TC analytes to develop a qualitative indication of the potential risks to human health that they might present when managed in Subtitle D units, as discussed in Section 3.5.4. A substantial proportion of the analytes have properties, such as volatility, persistence in air, soil, and water, and high bioaccumulation potential, that suggest potential exposure through surface water or indirect pathways might result in significant risks. The proposed HWIR-Waste modeling results for indirect pathways discussed above suggest the need for more detailed modeling, using assumptions consistent with those used to derive the TC regulatory levels, to better determine which indirect pathways are the most important for which TC analytes.

Acute Adverse Effects

The TC was originally established based on the need to protect individuals from adverse health effects due to chronic exposures to the TC constituents consumed in groundwater. This approach to protecting against groundwater exposure risks is conservative because the relatively long time scale generally involved in groundwater transport to receptors means that limiting concentrations in any time period to the low chronic risk-based levels also will protect against short-term adverse effects. This relationship may not apply to exposure through pathways not involving slow releases to groundwater. For example, the rapid evaporation of volatile chemicals from a ruptured container, the catastrophic release due to overtopping of a surface impoundment, or runoff erosion from an extreme storm event has the potential to result in short-term (acute) exposures to humans and environmental receptors.

Thus, EPA evaluated the potential for acute adverse effects associated with rapid volatilization of chemicals from land management units. This screening-level analysis indicated that the short-term concentrations of all volatile TC analytes calculated at the fence line were far below applicable short-term exposure standards (in this case, occupational exposure standards). This simple modeling does not unconditionally eliminate the possibility of adverse effects from acute exposures to the TC analytes. Unusual release events, such as fires or explosions, could result in higher exposures than calculated assuming simple volatilization. In addition, high winds or other events could result in high concentrations of particle-bound metals and other nonvolatile analytes. The potential for these kinds of release events strongly depends on specific waste characteristics, site conditions, and management practices.

Risks to Ecological Receptors

The next potential gap in the TC is its lack of specific consideration of potential adverse effects on ecological receptors. Section 3.5.7 found that several TC analytes are highly toxic to aquatic biota, which suggests that this potential gap may be significant. Some of these constituents occur frequently in the release descriptions. One potent ecological toxicant (chlorobenzene) is among chemicals with TRI releases greater than one million pounds. Several TC analytes, including the chlorinated pesticides, chlorobenzene, mercury, and silver have TC levels greater than 1,000 times their respective AWQC, which indicates a risk to aquatic biota value if dilution after release is less than 1,000-fold. Mercury, methoxychlor, silver, and 2,4,5-trichlorophenol have TC levels more than 10,000 times their AWQCs. In addition, as discussed in more detail in Section 10.2.4, several TC analytes (cadmium, heptachlor, heptachlor oxide, lead, mercury, methoxychlor, and toxaphene) have

been identified as suspect endocrine disruptors for wildlife, as well as humans. All these lines of evidence support the importance of this potential gap. Some ameliorating considerations, however, include the relative lack of evidence for environmental damage in the release descriptions summarized in Chapter 2, and the existing bans and/or use restrictions on many of the TC pesticides, which comprise most of the potent ecological toxicants.

TCLP Limitations

The final potential gap in the TC characteristic is the limitations in the ability of the TCLP to accurately predict releases of hazardous constituents from wastes. The Agency has received numerous comments and data on the utility of the TCLP in general and for specific wastes and environments. Potential limitations of the method include difficulties in performing the analysis on oily, hydrophobic wastes and in simulating leachate characteristics for highly alkaline wastes, certain types of landfill environments, long-term mobility of organics in some treated (non-hazardous) wastes, and some contaminated soils. Furthermore, the TCLP was not designed to simulate releases into non-groundwater pathways (e.g., air).

In the context of this Scoping Study, EPA has not identified any significant new information bearing on the magnitude of this potential gap. The Agency has reviewed other possible leaching methods (such as the SPLP and Cal WET methods), but has not found compelling evidence that they are more appropriate for general use than the TCLP. The high frequency of occurrence of TC analytes in groundwater above MCLs or HBLs near non-hazardous industrial waste facilities, as shown in the release descriptions, suggests that the TCLP may not adequately detect situations that could result in harm to human health or the environment. The blame cannot unambiguously be placed on the TCLP, however. Even if the TCLP accurately predicts TC leachate levels, site-specific fate and transport processes (e.g., dilution by a factor of less than 100) and waste management practices could result in the exceedances of MCLs and other regulatory levels.

10.2.3 Potential Gaps Associated with Non-TC Waste Constituents

Exhibit 10-3 summarizes the evaluation of potential gaps associated with non-TC chemicals that are known or possible non-hazardous industrial waste constituents. Separate evaluations are presented for each of the 10 categories of chemicals identified in Chapter 4, which are associated with the groundwater, inhalation, or indirect pathways:

- Metals and other inorganics;
- Volatile chlorinated organics;
- Volatile hydrocarbons;
- Other volatile organics;
- Pesticides and related compounds;
- Phthalate esters;
- Phenolic compounds;
- Polycyclic aromatic hydrocarbons;
- Other semivolatile organic compounds; and
- LNAPLs and DNAPLs.

Nature of Risk. A number of chemicals in some of the groups listed above are suspect carcinogens. Other chemicals have the potential to cause reproductive and/or developmental effects in

Exhibit 10-3
Evaluation of Potential Gaps Associated with Non-TC Chemicals

Chemical Type	Nature of Risk	Presence in Non-Hazardous Industrial Waste ^a	Frequently Detected Constituents in Release Descriptions	TRI Chemicals with 1994 Reported Releases > One Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
GROUNDWATER PATHWAYS								
Metals/Inorganics	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ and noncancer risks of HQ>1 	<ul style="list-style-type: none"> • 61 elements, compounds, or families of compounds; most important are probably the metals, beryllium, copper, manganese, nickel, zinc, cyanides 	<ul style="list-style-type: none"> • Beryllium, manganese, zinc, copper, nickel, cyanides 	<ul style="list-style-type: none"> • Copper, zinc, manganese, cyanides, nickel, antimony 	<ul style="list-style-type: none"> • Chemicals, refuse systems, paper have about 66 percent of detections in release descriptions; 10 other industries have frequent detections 	<ul style="list-style-type: none"> • 78 percent of detections from landfills; 15 percent from surface impoundments; 5 percent from land application units. 	<ul style="list-style-type: none"> • State Industrial D; California TC includes 10 additional metals; Michigan TC includes copper and zinc; many have MCLs or SMCLs 	<ul style="list-style-type: none"> • Exposure at individual residential wells not known
Volatile Chlorinated Organics	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ and noncancer risks of HQ>1 • Many of these chemicals are suspect carcinogens. 	<ul style="list-style-type: none"> • 45 compounds 	<ul style="list-style-type: none"> • Methylene chloride, ethyldene dichloride 	<ul style="list-style-type: none"> • Methylene chloride, trichloroethene, 1,1,1-trichloroethane, chloromethane, Freon 113 	<ul style="list-style-type: none"> • Refuse systems, paper, and chemicals have about 85 percent of detections 	<ul style="list-style-type: none"> • 79 percent of detections from landfills; 13 percent from surface impoundments. 	<ul style="list-style-type: none"> • State Industrial D; most in Appendix VIII; RCRA listings; California TC includes 1,2-dibromo-3-chloropropane; many have MCLs, MCLGs 	<ul style="list-style-type: none"> • Limited data on wastestream and waste management practices contributing to groundwater releases
Volatile Hydrocarbons	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ and noncancer risks of HQ>1. 	<ul style="list-style-type: none"> • 13 compounds 	<ul style="list-style-type: none"> • Toluene, xylenes 	<ul style="list-style-type: none"> • Toluene, xylenes, styrene, ethylbenzene, cumene 	<ul style="list-style-type: none"> • Chemicals, refuse systems, and paper have 80 percent of detections 	<ul style="list-style-type: none"> • 68 percent of detections from landfills; 27 percent from surface impoundments. 	<ul style="list-style-type: none"> • State Industrial D; RCRA listings; all in Appendix VIII; most have MCLs and/or AWQCs 	<ul style="list-style-type: none"> • Petroleum hydrocarbons exempt from RCRA • Limited data on wastestreams and management practices contributing most to groundwater releases

Exhibit 10-3 (continued)
Evaluation of Potential Gaps Associated with Non-TC Chemicals

Chemical Type	Nature of Risk	Presence in Non-Hazardous Industrial Waste ^a	Frequently Detected Constituents in Release Descriptions	TRI Chemicals with 1994 Reported Releases > One Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
Other Volatile Organics	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ and noncancer risks of HQ>1 • Highly variable toxicity and fate and transport properties 	<ul style="list-style-type: none"> • 58 compounds 	<ul style="list-style-type: none"> • Acetone 	<ul style="list-style-type: none"> • TRI Chemicals with 1994 Reported Releases > One Million lbs. • Methanol, methyl ethyl ketone, methyl isobutyl ketone, n-butanol, formaldehyde, acetonitrile, acetaldehyde, acrylonitrile, vinyl acetate, propylene oxide 	<ul style="list-style-type: none"> • Chemicals, refuse systems, and paper industries have 88 percent of detections 	<ul style="list-style-type: none"> • 75 percent of detections from landfills and the remainder from surface impoundments. 	<ul style="list-style-type: none"> • State Industrial D; most in Appendix VIII; RCRA listings; California TC includes acrylonitrile; few have MCLs, MCLGs 	<ul style="list-style-type: none"> • Wide range of toxicological, fate and transport properties • Limited data on wastestreams and management practices contributing to groundwater releases
Phenolic Compounds	<ul style="list-style-type: none"> • Potential noncancer risks of HQ>1 	<ul style="list-style-type: none"> • 13 compounds 	<ul style="list-style-type: none"> • Phenol 	<ul style="list-style-type: none"> • Phenol; combined cresols release exceeds one million pounds 	<ul style="list-style-type: none"> • 10 industries with detections; among the most widespread of constituent classes, despite low number of detections 	<ul style="list-style-type: none"> • 56 percent of detections at landfills; 36 percent at surface impoundments; and 8 percent at land application units. 	<ul style="list-style-type: none"> • State Industrial D; all in Appendix VIII 	<ul style="list-style-type: none"> • Most compounds are of relatively low toxicity, biodegradable at low concentrations • Limited data on wastestreams
LNAPLs and DNAPLs	<ul style="list-style-type: none"> • Facilitated transport of organic chemicals from containment • Long-lasting, difficult to remediate reservoir of groundwater contamination (DNAPL) 	<ul style="list-style-type: none"> • 33 potential DNAPL formers, 13 potential LNAPL formers 	<ul style="list-style-type: none"> • Potential LNAPL/DNAPL formers were found in many release descriptions • LNAPLs/ DNAPLs were not reported as problem in any release descriptions, possibly because of limited reporting requirements 	<ul style="list-style-type: none"> • 8 compounds plus the phthalate esters (combined) 	<ul style="list-style-type: none"> • LNAPLs/ DNAPLs not reported in release descriptions 	<ul style="list-style-type: none"> • No data. • Management priorities are key to DNAPL generation. 	<ul style="list-style-type: none"> • State Industrial D; RCRA listings; some chemicals have MCLs 	<ul style="list-style-type: none"> • Frequency of NAPL problems in non-hazardous waste appears to be infrequent, especially in recent years • Limited wastestream and waste management data

Exhibit 10-3 (continued)
Evaluation of Potential Gaps Associated with Non-TC Chemicals

Chemical Type	Nature of Risk	Presence in Non-Hazardous Industrial Waste ^a	Frequently Detected Constituents in Release Descriptions	TRI Chemicals with 1994 Reported Releases > One Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
Other Semi-volatile Organic Compounds	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ and noncancer risks of HQ>1 • Some are persistent and/or bioaccumulative. • Highly variable fate and transport properties 	• 67 compounds	• None	• Formic acid, acrylic acid, naphthalene	• Chemicals industry has 45 percent of detections, remainder in five other industries	• Approximately equal frequency in landfills and surface impoundment releases	• State Industrial D; many in Appendix VIII; RCRA listings; a few have MCLs; PCBs covered by TSCA and some state hazardous waste regulations	<ul style="list-style-type: none"> • Highly variable toxicological, fate, and transport properties • Limited data on wastestreams and management practices contributing to groundwater releases
INHALATION PATHWAYS								
Volatile Chlorinated Organics	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ and noncancer risks of HQ>1 • Many of these chemicals are suspect carcinogens 	• 45 compounds	• Methylene chloride, ethylidene dichloride	• Methylene chloride, trichloroethylene, 1,1,1-trichloroethane, chloromethane, Freon 113	• Refuse systems, paper, and chemicals, have about 85 percent of detections	• 79 percent of detections from landfills; 13 percent from surface impoundments	• State Industrial D; most in Appendix VIII; RCRA listings; California TC includes 1,2-dibromo-3-chloropropane; majority are CAA HAPs; vinyl chloride has NESHAP; many have OSHA PELs	<ul style="list-style-type: none"> • Limited data on wastestream and waste management practices contributing to air releases
Volatile Hydrocarbons	<ul style="list-style-type: none"> • Potential noncancer risks of HQ>1 • Benzene is the only carcinogen 	• 13 compounds	• Toluene, xylenes	• Toluene, xylenes, styrene, ethylbenzene, cumene	• Chemicals, refuse systems, and paper have 80 percent of detections	• 68 percent of detections from landfills; 27 percent from surface impoundments	• State Industrial D; all in Appendix VIII RCRA listings; all are CAA HAPs	<ul style="list-style-type: none"> • Petroleum hydrocarbons exempt from RCRA • Limited data on wastestreams and management practices contributing most to air releases.
Other Volatile <Organics	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ and noncancer risks of HQ>1 • Highly variable toxicity and fate and transport properties 	• 58 compounds	• Acetone	• Methanol, methylisobutyl ketone, n-butanol, formaldehyde, acetonitrile, acetaldehyde, acrylonitrile, vinyl acetate, propylene oxide	• Chemicals refuse systems, and paper industries have 88 percent of detections	• 75 percent of detections from landfills and remainder from surface impoundments.	• State Industrial D; most in Appendix VIII; RCRA listings; California TC includes acrylonitrile; most are CAA HAPs; most have OSHA PELs	<ul style="list-style-type: none"> • Wide range of toxicological, fate and transport properties • Limited data on wastestreams and management practices contributing to air releases

Exhibit 10-3 (continued)
Evaluation of Potential Gaps Associated with Non-TC Chemicals

Chemical Type	Nature of Risk	Presence in Non-Hazardous Industrial Waste^a	Frequently Detected Constituents in Release Descriptions	TRI Chemicals with 1994 Reported Releases > One Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
Pesticides and Related Compounds	<ul style="list-style-type: none"> • Potential cancer risks > 10^{-5} and noncancer risks of HQ>1 • Some suspect endocrine disruptors • Possible reproductive toxicity and human development effects • Many are persistent and bioaccumulative. 	103 compounds	• None	None	<ul style="list-style-type: none"> • Chemicals industry has 80 percent of detections; refuse systems have 10 percent 	<ul style="list-style-type: none"> • 87 percent of detections at surface impoundments; remainder at landfills 	<ul style="list-style-type: none"> • State Industrial D; RCRA listings; most in Appendix VIII; several are CAA HAPs; FIFRA banned production or restricted use of many 	<ul style="list-style-type: none"> • Future generation is unclear because of production and use restrictions; potential presence in remediation waste may merit examining • Limited data on management practices contributing to air releases
Polycyclic Aromatic Hydrocarbons	<ul style="list-style-type: none"> • Potential cancer risks > 10^{-5}. • Some are persistent and bioaccumulative. 	• 19 compounds	• None (but PAHs are not mobile in groundwater)	• None	<ul style="list-style-type: none"> • Relatively equally frequent in detections from petroleum refining and chemicals industries; low frequency overall 	<ul style="list-style-type: none"> • Relatively equally frequent at landfills and surface impoundments 	<ul style="list-style-type: none"> • State Industrial D; many have CAA HAPs; many have OSHA PELs 	<ul style="list-style-type: none"> • Highly variable toxicological, fate, and transport properties • Limited data on wastestreams and management practices contributing to non-groundwater releases
Other Semivolatile Organic Compounds	<ul style="list-style-type: none"> • Potential cancer risks > 10^{-5} and noncancer risks of HQ>1 • Some are persistent and/or bioaccumulative. • Highly variable fate and transport properties 	• 67 compounds	• None	• Formic acid, acrylic acid, naphthalene	<ul style="list-style-type: none"> • Chemicals industry has 45 percent of detections, remainder in five other industries 	<ul style="list-style-type: none"> • Approximately equal frequency in landfills and surface impoundment detections 	<ul style="list-style-type: none"> • State Industrial D; many in Appendix VIII; RCRA listings; many have OSHA PELs; some are CAA HAPs 	<ul style="list-style-type: none"> • Highly variable toxicological, fate, and transport properties • Limited data on wastestreams and management practices contributing to non-groundwater releases

Exhibit 10-3 (continued)
Evaluation of Potential Gaps Associated with Non-TC Chemicals

Chemical Type	Nature of Risk	Presence in Non-Hazardous Industrial Waste ^a	Frequently Detected Constituents in Release Descriptions	TRI Chemicals with 1994 Reported Releases > One Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
INDIRECT/FOOD-CHAIN PATHWAYS								
Pesticides and Related Compounds	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ and noncancer risks of HQ>1 • Some suspect endocrine disruptors. • Possible reproductive toxicity and human development effects • Many are persistent and bioaccumulative. 	• 103 compounds	• None	• None	• Chemicals industry has 80 percent of detections; refuse systems have 10 percent	• 87 percent of detections at surface impoundments; remainder at landfills	• State Industrial D; RCRA listings; most in Appendix VIII; several have AWQCs; FIFRA banned production or restricted use of many	<ul style="list-style-type: none"> • Future generation is unclear because of production and use restrictions; potential presence in remediation waste may merit examining. • Limited data on management practices contributing to releases
Phthalate Esters	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ (one compound) • Suspect endocrine disruptors • Possible reproductive toxicity, human development effects • Several are persistent and bioaccumulative. 	• 6 compounds	• None	• None; combined phthalate ester releases exceed one million pounds, however	• Chemicals industry has 70 percent of detection; petroleum industry has 15 percent	• 54 percent of detections at surface impoundments and 38 percent at landfills	• State Industrial D; di(2-ethylhexyl)phthalate has MCL and AWQC	<ul style="list-style-type: none"> • High-volume chemicals with high exposure potential, but often low toxicity • Limited understanding of dose-response relationships, especially for endocrine disruption • Unclear significance of exposures from non-hazardous waste relative to other sources
Phenolic Compounds	• Potential noncancer risks of HQ>1	• 13 compounds	• Phenol	• Phenol; combined cresols release exceeds one million pounds	• 10 industries with detections; among the most widespread of constituent classes, despite low number of detections	• 56 percent of detections at landfills; 36 percent at surface impoundments; 8 percent at land application units	• State Industrial D; all in Appendix VIII; several have AWQC	<ul style="list-style-type: none"> • Most compounds are of relatively low toxicity, biodegradable at low concentrations • Limited data on wastestreams

Exhibit 10-3 (continued)
Evaluation of Potential Gaps Associated with Non-TC Chemicals

Chemical Type	Nature of Risk	Presence in Non-Hazardous Industrial Waste ^a	Frequently Detected Constituents in Release Descriptions	TRI Chemicals with 1994 Reported Releases > One Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
Polycyclic Aromatic Hydrocarbons	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ • Some are persistent, bioaccumulative. 	<ul style="list-style-type: none"> • 19 compounds 	<ul style="list-style-type: none"> • None (but PAHs are not mobile in groundwater) 	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • Relatively equally frequent in detections from petroleum refining and chemical industries; low frequency overall 	<ul style="list-style-type: none"> • Relatively equally frequent at landfills and surface impoundments 	<ul style="list-style-type: none"> • State Industrial D; most have CWA effluent limits; a few have AWQC; many are CAA HAPs 	<ul style="list-style-type: none"> • Highly variable toxicological, fate, and transport properties • Limited data on wastestreams and management practices contributing to non-groundwater releases
Other Semivolatile Organic Compounds	<ul style="list-style-type: none"> • Potential cancer risks > 10⁻⁵ and noncancer risks of HQ>1 • Some are persistent and bioaccumulative. • Highly variable fate and transport properties 	<ul style="list-style-type: none"> • 67 compounds 	<ul style="list-style-type: none"> • None 	<ul style="list-style-type: none"> • Formic acid, acrylic acid, naphthalene 	<ul style="list-style-type: none"> • Chemicals and allied products have 45 percent of detections, remainder in five other industries 	<ul style="list-style-type: none"> • Approximately equal frequency in landfills and surface impoundment detections 	<ul style="list-style-type: none"> • State Industrial D; many in Appendix VIII; RCRA listings; a few have AWQC 	<ul style="list-style-type: none"> • Highly variable toxicological, fate, and transport properties • Limited data on wastestreams and management practices contributing to non-groundwater releases

^a Source: Exhibits 4-2 and 4-8.

humans and ecological receptors. These and other indicators of hazard, combined with indicators of exposure potential, demonstrate the potential for risks to human health or the environment.

Presence in Non-Hazardous Industrial Waste. The numbers of chemicals in the various classes that are known or possible non-hazardous industrial waste constituents varies widely:

- 103 pesticides and related compounds,
- 67 other semi-volatile organic compounds,
- 61 metals or other inorganics,
- 58 other volatile organics,
- 45 volatile chlorinated organics;
- 46 NAPL formers (30 DNAPL formers and 9 NAPL formers),
- 19 polycyclic aromatic hydrocarbons,
- 13 volatile hydrocarbons,
- 13 phenolic compounds, and
- 6 phthalate esters.

Frequently Detected Constituents in Release Descriptions. Six non-TC metals are among the most frequently occurring analytes in the release descriptions, along with three volatile chlorinated organics, one other volatile organics, and one phenolic compound. The other classes of chemicals were not detected frequently in the release descriptions, which predominately included groundwater contamination. The constituents found in the release descriptions, however, frequently violated MCLs and other health-based levels.

TRI Chemicals with 1994 Reported Releases Exceeding One Million Pounds. These broad categories of potential gaps include many chemicals with high TRI release volumes. In the case of the non-TC metals and other inorganics, copper, zinc, manganese, and cyanides (as CNH) fell into this category. As was the case for the frequency of occurrence in the release descriptions, several volatile organic waste constituents (chlorinated and nonchlorinated) that have high TRI release volumes are TC analytes. None of the pesticides, phthalate esters, or PAHs were among the chemicals with TRI releases greater than one million pounds. Two phenolic compounds and three semivolatile organics were among the waste constituents with the highest TRI releases. Many of the potential NAPL forming compounds also are high-release compounds.

Affected Industries. A relatively small number of industries tend to account for the bulk of the occurrences of most categories of wastes with chemicals of concern. For almost all chemical classes, most detections of chemicals constituents² identified in the release descriptions were associated with three industry groups: chemicals and allied products, refuse systems, and paper and allied products. Phenolic compounds diverge from this pattern. The three industries identified above account for only about 35 percent of the releases of such compounds, and 8 other industries had detections of phenolic constituents.

Affected Management Methods. As noted in Chapter 8, about 65 percent of the release descriptions were associated with landfills, 28 percent with surface impoundments, and 11 percent from land application units, 4 percent from waste piles, with the other management units accounting

² Each chemical detected at a release site constitutes one detection. Thus, each release may have multiple detections (i.e., multiple constituents) and each chemical may have multiple detections (i.e., be found at multiple releases).

for less than 1 percent each. (Several release descriptions involved more than one facility.) This pattern generally applies to the individual classes of chemicals, with a few significant exceptions. Since metals and inorganics were detected much more often than other constituents, data on these detections dominate the overall pattern. The other classes of chemicals with relatively high numbers of detections (volatile hydrocarbons, other volatile organics, phenolic compounds, and chlorinated volatile organics) were most commonly found in landfill releases, like the metals. For some chemical classes with relatively low numbers of detections, such as other semivolatile organics, phthalate esters, and PAHs, the proportions of detections from landfills and surface impoundments is almost equal, with few releases are reported from other management units.

Potential Coverage by Other Regulations. As noted in Chapter 10, the chemicals associated with potential gaps are subject to regulatory requirements that have some potential for controlling risks to human health and the environment associated with nonhazardous industrial waste management. Since the bulk of these chemicals are included in 40 CFR Part 261, Appendix VII, some wastes containing these chemicals are RCRA listed hazardous wastes. Of course, other wastes with these constituents are not listed.

The design and operation of non-hazardous industrial waste management facilities managing all of the various classes of waste constituents is largely under the control or potential control of state Industrial D programs. All of these programs include a federally-mandated minimum set of design and monitoring requirements for landfills. In some states, as discussed in Chapter 10, these minimum requirements have been expanded for certain types of waste management units, wastes, and/or constituents. These requirements, however, vary considerably from state to state. The appearance of various chemicals in groundwater at levels exceeding regulatory standards suggests that the control of these chemicals under state Subtitle D programs may not afford the intended level of protection nationwide.

The various chemical classes also are subject to medium-specific regulations under Safe Drinking Water Act, Clean Air Act, and Clean Water Act. Most of the metals and commonly occurring inorganic and organic analytes have MCLs established to protect drinking water quality. Many of the volatile chemicals are CAA Hazardous Air Pollutants (HAPs). The effectiveness of this designation in protecting against exposures from waste management is unclear, however, because the regulatory requirements apply only to facilities emitting more than 10 tons of HAPs per year. Vinyl chloride is also controlled by a National Emission Standard for Hazardous Air Pollutants, which is risk-based and protective to roughly the same risk level as the TC. Some of the pesticides, identified as being among the most potentially hazardous waste constituents in Chapter 4, are already banned or strictly limited in their use by FIFRA.

10.2.4 Potential Gaps Associated With Resource Damage and Large-Scale Environmental Problems

Chapter 5 briefly evaluated the following potential gaps in the hazardous waste characteristics related to the following natural resource damages and large-scale environmental problems:

Natural Resource Damages

- Groundwater pollution that may not present a health risk;
- Odor problems;

Large-Scale Environmental Problems

- Air deposition to the Great Waters;
- Damages from airborne particulates;
- Global climate change;
- Potential damages from endocrine disruptors;
- Red tides;
- Stratospheric ozone depletion;
- Tropospheric ozone and photochemical air pollution; and
- Water pollution.

At this time, the Agency does not plan to further consider any of these potential gaps, except possibly air deposition and endocrine disruptions. These two potential gaps are discussed below and summarized in Exhibit 10-4.

Air Deposition to the Great Waters

Few data are available on the contribution of non-hazardous industrial waste management to the deposition of toxic particulates (including toxic metals and persistent chlorinated organic chemicals) in the Great Waters ecosystems. While non-hazardous industrial waste constituents include toxic metals such as cadmium, lead, and mercury, the extent of their long-range transport is unknown. Persistent chlorinated organic chemicals also are among non-hazardous industrial waste constituents. Many of them have been banned from manufacture or further use and therefore are unlikely to be managed in significant quantities as non-hazardous industrial wastes. They may, however, continue to be found in remediation wastes.

Potential Damages from Endocrine Disruptors

The next potential gap is exposure to suspect endocrine disruptors. Depending upon what criteria are used to identify these constituents, 28 suspect endocrine disruptors have been found among the TC analytes and known or possible non-hazardous industrial waste constituents. Only the metals are encountered frequently in the release descriptions, however. These metals are most commonly present in releases detected from facilities in the chemicals and allied products, refuse systems, paper and allied products, industrial sand, and primary metals industries. These releases are most often seen from landfills, followed by surface impoundments, based on the release descriptions summarized in Chapter 2.

One suspect endocrine disruptor, styrene, is high on the TRI list, having total releases of 40 million pounds in 1994. Almost all of the styrene releases are to air, with well under one million pounds being released to land. Releases of the phthalate esters as a class also exceed one million pounds, although the releases of these compounds individually are all less than one million pounds.

The use of many suspect endocrine disrupting pesticides has been banned or strictly limited. A significant portion of the endocrine disruptors are TC analytes or otherwise listed in 40 CFR Part 261, Appendix VIII. The greatest uncertainty concerning this potential gap is a lack of knowledge about dose-response relationships for single and multiple agents, and the relative contribution of non-hazardous industrial waste management to the total exposure of human and environmental receptors.

Exhibit 10-4
Evaluation of Potential Gaps Associated With Certain Large-Scale Environmental Problems

Potential Gap	Nature of Risk	Presence in Non-Hazardous Industrial Waste	Frequently Detected Constituents in Release Descriptions	TRI Chemicals with 1994 Reported Releases > Million lbs.	Affected Industries	Affected Management Methods	Potential Coverage by Other Regulations	Comments/Major Data Gaps
• Air Deposition to the Great Waters	• Adverse ecological effects on Great Lakes, Chesapeake Bay, Lake Champlain, and coastal water ecosystems	Many constituents, such as pesticides, PCBs, dioxins, cadmium, lead, and mercury	• Lead, cadmium, mercury • Pesticides were not frequently detected.	• Lead compounds	• Chlorinated organics are found in release descriptions from only a few industries and found seldom therein • Metals are found frequently in release descriptions from many industries	• Metals releases predominantly from landfills and surface impoundments • Pesticide releases predominantly from surface impoundments	• CAA Section 112(m) and National Emissions Standards for Hazardous Air Pollutants	• Limited data on air deposition contributions from non-hazardous industrial waste management • Uncertainty about regional transport patterns
• Potential Damage from Endocrine Disruptors	• Impaired reproduction and developmental disorders among humans and wildlife	• 30 suspect endocrine disruptors	• Cadmium, lead, and mercury	• Styrene, lead compounds	• Most major generating industries • Releases descriptions found them in 12 industries, with 70 percent of the detections in the chemicals, paper, and sanitary services industries.	• 68 percent of detections in release descriptions were from landfills and 24 percent from surface impoundments.	• RCRA listings, FIFRA, SDWA, CWA	• Limited waste stream and release data • Dose-response data for exposure to single or multiple agents is lacking

10.2.5 Gaps Associated with State TC Expansions and Listings

A number of states have expanded their hazardous waste program to regulate additional waste as hazardous. These state expansions include:

- **Adding constituents to the list of TC analytes.** These additional constituents include zinc, other metals, PCBs, pesticides, dioxins, and potential carcinogens.
- **Lowering existing TC regulatory levels.** For example, California lowered the TC regulatory level for pentachlorophenol from 100 mg/l to 1.7 mg/l.
- **Specifying alternative testing methods for identifying toxic hazardous waste.** For example, California requires use of the Wet Extraction Test (WET) in addition to the TCLP. This test identifies several metal-containing wastes as hazardous that are generally not identified as hazardous using the TCLP.
- **Using alternative approaches (other than listing constituents and regulatory levels) to identify toxic hazardous wastes.** For example, both California and Washington have established toxicity criteria for wastes based on acute oral LD50, acute dermal LD50, acute inhalation LC50, and acute aquatic 96-hour LC50 of the wastestreams taken as a whole. A waste is designated hazardous if a representative sample of the waste meets any of the acute toxicity criteria. In addition, California's regulations state that a waste exhibits the characteristic of toxicity if the waste, based on representative samples, "has shown through experience or testing to pose a hazard to human health or environment because of its carcinogenicity, acute toxicity, chronic toxicity, bioaccumulative properties or persistence in the environment."
- **Listing additional wastes as hazardous.** The most common state-only listed wastes are PCBs and waste oil. At least four states include additional "F" Wastes; three include additional "K" wastes; five include additional "P" wastes; and six include additional "U" wastes.
- **Restricting exemptions from the federal rules.** Examples include chromium-bearing wastes from leather tanning and finishing, various special wastes, certain arsenical-treated wood wastes, petroleum contaminated media and debris that fail the TC, certain injected groundwater, used CFC refrigerants that are reclaimed, and non-terne plated used oil filters.

Thus, several states appear to be regulating a significant number of wastes as hazardous that are not covered under federal RCRA regulations. These expansions reflect state judgments about gaps in the federal program and thereby constitute potential gaps that may merit further investigation. State expansions have filled these gaps, but only in the specific states with such expansions. Such potential gaps are possibly *not* being filled in the remaining states that have not expanded the federal hazardous waste definitions.

10.2.6 Major Data Gaps and Uncertainties

The significance of potential gaps in the hazardous waste characteristics directly depends on the magnitude of risks that are not addressed by the current characteristics or other programs. Thus, data gaps in the Agency's ability to assess these risks are critical.

A key step in any risk analysis is characterizing the sources of releases of toxic or otherwise hazardous materials to the environment. Thus, possibly the most important data gap is the lack of current data on the generation, composition, and management of non-hazardous industrial wastes. EPA's most recent comprehensive data on these topics are approximately a decade old. Many of the data are even older. While the basic nature of non-hazardous industrial wastes and waste management practices are not likely to have changed dramatically, nonetheless, some important changes are likely to have occurred because of regulatory, economic, and technical developments since the data were gathered.

Additional data gaps relate to exposure potential. Because of the lack of site-specific data, the Agency had to rely primarily on proxies for exposure and risk potential. Environmental fate, transport, and toxicological parameters have been used as a primary screening criteria to identify and evaluate hazards. As noted in Chapter 5, consistent and reliable data related to these properties are available for only a relatively limited portion of the universe of chemicals under consideration.

Likewise, the Agency has no direct data on the amounts of certain constituents released from non-hazardous industrial waste management units. Instead, 1994 TRI release data were used as proxies for such data. Another data source the Agency employed to assess exposure potential was the release descriptions from non-hazardous industrial waste management facilities. While these data provide direct evidence of environmental contamination, it is often not clear whether the management practices that resulted in releases are still in use.

Some data gaps in this analysis are common to all risk analyses. For example, the need to conduct analysis on a national scale and to consider a wide range of site conditions, facility characteristics, and geographic settings dictates the use of generic, rather than site-specific modeling to estimate exposures through the various pathways. Thus, the analysis of groundwater exposures relies on probabilistically-defined dilution and attenuation values and the screening-level risk modeling uses highly generic release, transport, and exposure models. This approach only roughly approximates potential risks to humans and ecological receptors. Moreover, extensive professional judgment was required to generalize from generic modeling for specific chemicals to broad classes of waste constituents.

Another major source of uncertainty is associated with toxicity of the waste constituents. The dose-response models and data used are the most current available to the Agency. Nevertheless, substantial uncertainty exists regarding the probability and severity of adverse effects as a function of dose for many chemicals. The use of a generically defined "chronic" exposure period may mask important relationships between exposure periods and effects. Also, the Agency was not able to derive any specific dose-response relationships for endocrine disruptors or for any non-additive combinations of pollutant exposures. These uncertainties, unlike some of the others just discussed, are not likely to be resolved in the near future.

10.3 Framework for Determining an Appropriate Course of Action

The U.S. Environmental Protection Agency will consider the appropriate course of action to address significant gaps or potential gaps in the hazardous waste characteristics identified by the Study. This section describes the framework that EPA plans to use in considering what course of action is appropriate. As part of this process, the Agency will consider comments on the Study from interested parties.

EPA's approach for considering a course of action will include two main steps:

Step 1: Identify the critical research needs and associated next steps necessary to analyze key issues and fill major data deficiencies identified in the Scoping Study; and

Step 2: Identify and evaluate options to address the environmental management concerns resulting from any gaps in the characteristics that were clearly identified in the Scoping Study.

Both of these steps are described in more detail below.

10.3.1 Step 1: Identify Critical Research Needs and Next Steps Necessary to Analyze Key Issues and Fill Major Data Deficiencies

The results of the Scoping Study vary greatly in terms of the certainty that can be attributed to gaps in the hazardous waste characteristics. Some of the potential gaps, most notably certain limitations in the ICR characteristics, are clearly identifiable problems. Most potential gaps, however, are associated with considerable uncertainty that limits the degree to which conclusions can be made about either the precise nature and extent of the gap or how, if at all, it should be addressed. Thus, a critical activity in the near-term will be to assess what additional data and analysis are needed to reduce uncertainty and better determine the significance of the most important potential gaps in the characteristics identified by the Scoping Study.

10.3.2 Step 2: Identify and Evaluate Options to Address Any Clearly Identified Gaps

Some of the gaps identified in the Scoping Study are sufficiently defined that the Agency can consider options for addressing the problem. Modifying an existing characteristic or developing a new characteristic may be an appropriate method of filling some of these gaps. Other gaps may be better addressed through other regulatory programs or in coordination with such programs. Thus, the list of options that the Agency may consider include:

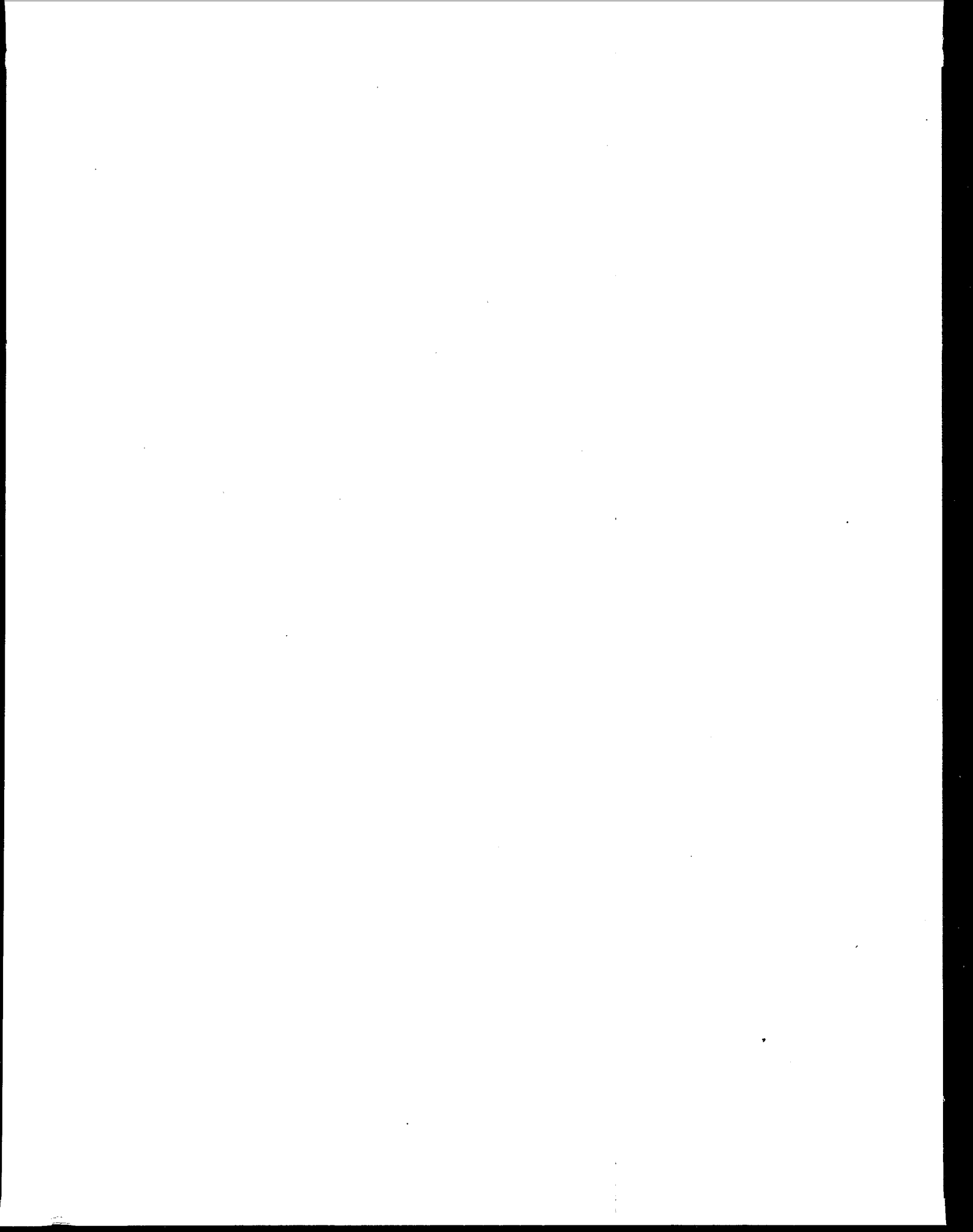
- Specifying additional or revised test methods;
- Expanding the definitions of existing characteristics;
- Modifying the characteristics to reflect new risk data and modeling techniques;
- Creating new characteristics, including contingent characteristics based on management method or the type of generator or waste;
- Identifying new hazardous waste listings or modifying existing listings;

- Modifying other regulatory programs (e.g., Subtitle D);
- Developing a non-regulatory approach (e.g., recycling, waste minimization); and
- Promoting voluntary industry programs.

In evaluating a range of feasible options for particular gaps, the Agency will consider a variety of factors including, but not necessarily limited to the following:

- Affected industries, wastes, and management practices;
- Human health and environmental benefits, such as reduced hazards and loadings of hazardous constituents;
- Compliance costs and difficulties; and
- Implementation and administration costs and difficulties.

Evaluating options can be a highly complex and data-intensive activity. Thus, the Agency may be unable to determine quickly that a particular approach is appropriate. Nevertheless, analyzing options can help to narrow the range of feasible and appropriate actions and help to identify the critical issues that need to be resolved in selecting an approach.





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